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ABSTRACT

This report is on the Senate Education Subcommittee Hearing on bills to amend the elementary and secondary education act of 1965, to authorize reading emphasis programs to improve reading in the primary grades, and for other purposes (S. 1318); and to improve national reading skills (S. 2069). Witnesses testifying before the subcommittee included Richard Burnett, Anthony Manzo, Kenneth Wooden, Elizabeth Hoffman, Daniel Fader, George Weber, and Sidney P. Marland, who was accompanied by John Ottina, Ruth Holloway, and Charles B. Saunders. Prepared statements were made by Glenn J. Beall, Jr., Richard Burnett and Anthony Manzo, Teter H. Dominick, Daniel Fader, Elizabeth Hoffman, Edward M. Kennedy, Sidney P. Marland, Ralph C. Staiger, George Weber, and Kenneth Wooden. Additional information includes articles and publications related to reading and lists of principals and superintendents for 21 large cities, Right to Read based centers, and Right to Read sites in Missouri outside of St. Louis. A table of certification requirements in the methods of reading instruction for public school teachers in selected states is also included. (WR)

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READING EMPHASIS PROGRAMS, 1973

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

NINETY-THIRD CONGRESS

FIRST SESSION

ON

S. 1318

TO AMEND THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965, TO AUTHORIZE READING EMPHASIS PROGRAMS TO IMPROVE READING IN THE PRIMARY GRADES, AND FOR OTHER PURPOSES

S. 2069

TO IMPROVE NATIONAL READING SKILLS

APRIL 4 AND 5, 1973

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READING EMPHASIS PROGRAMS, 1973

WEDNESDAY, APRIL 4, 1973

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 1:52 p.m., in room 3226, Dirksen Senate Office Building, Senator Thomas Eagleton, presiding pro tempore.

Present: Senators Eagleton, Dominick, and Beall.

Senator EAGLETON. Good afternoon, ladies and gentlemen. The Senate Subcommittee on Education of the Senate Committee on Labor and Public Welfare will now open hearings relating to reading programs.

I apologize for being late, but a vote bell rang just about the time these hearings were scheduled to commence at 1:30 so we had to go to the Capitol to vote.

Today we open 2 days of hearings by the Subcommittee on Education, to review the reading programs now being administered by the U.S. Office of Education.

Reading deficiency is generally regarded as the single most serious problem facing American education. One school child out of four suffers a serious reading difficulty. In addition, there are an estimated 3 million American adults who are totally unable to read and write and another 20 million who read so poorly that they are classified as "functionally illiterate." These people are without the skills necessary to function successfully in the complex and demanding society in which we live.

The handicaps imposed on these persons because of illiteracy contribute substantially to our social and economic problems. The welfare rolls are filled with people whose lack of reading skills render them virtually unemployable. Approximately one-half of all unemployed youths aged 16 to 21 are functionally illiterate. Juvenile delinquency is 10 times more frequent among school dropouts than among those who finish high school—and the dropout rate can be directly related to retardation in reading ability.

If this country continues to ignore the massive problems resulting from reading failures, it will place incalculable burdens on future generations in the form of increased welfare payments, increased crime rates and, perhaps most importantly, the imprisonment of millions of Americans in a future without hope.

For 3 years we have heard the administration's rhetoric about its "Right to Read" program. You may recall that this program was first announced in October 1969, by the late Dr. James Allen, then U.S.

Commissioner of Education. Dr. Allen spoke of the 10 million American children and teenagers with serious reading difficulties who were, as he called it, "denied a right—a right as fundamental as the right to life, liberty and the pursuit of happiness." He committed the administration to a far-reaching program of educational support for these youngsters to enable them to enjoy their right to read.

Not long thereafter, President Nixon endorsed the program in a message to Congress on education reform. The President said he would request $200 million for the following year for "Right to Read." When the request came, it turned out to be largely a sham. There was no $200 million in new money, but rather a shuffling around of funds already committed to existing library and education programs.

Although some limited progress has been made toward the goal of overcoming illiteracy under the able leadership of Dr. Ruth Holloway, director of the "Right to Read" program, a much more concerted effort must be made, beginning now. By Dr. Marland's own admission, the "Right to Read" program, contained a great deal of rhetoric in its first 1½ years. It did not contain any money.

In my judgment this is still the case. The administration's budget for fiscal year 1973 contained $12 million for "Right to Read." It is now my understanding that even this small amount is not being obligated. Only $8.8 million has been released by the Office of Management and Budget. The budget request for fiscal year 1974 is again only $12 million. Even if it were all made available, it is certainly not the funding level one would anticipate for what is touted as a "national priority program."

I am grateful to the distinguished chairman of the Senate Education Subcommittee for providing this opportunity for an examination of the reading programs in the Office of Education. The serious questions raised over the past 3 years on "Right to Read" and the lack of a comprehensive plan for attacking illiteracy prompted me to introduce the National Reading Improvement Act in the last Congress. I have intentionally withheld introduction of a similar measure this year in the hope that these hearings will provide additional information which can be used to strengthen the provisions of the bill.

I know that the contributions of today's witnesses will be of material assistance to the committee in its work on the problem of illiteracy in this country.

Our first witnesses will be two gentlemen who will appear jointly, Dr. Richard Burnett, director of the Reading Center, School of Education, University of Missouri, St. Louis, and with him, Dr. Anthony Manzo, supervisor, improvement of learning program, University of Missouri, Kansas City.

Before calling on these witnesses, I recognize Senator Beall of Maryland.

Senator BEALL. Thank you, Mr. Chairman. I am not going to read a lengthy statement I have here. I will exercise the privilege of putting this in the record, if I might. But I would like to congratuate the Chairman for scheduling these hearings, because this has been an area of concern to me and many of us for sometime. I have been studying the problem of reading generally since my election to the Senate. On March 22 of this year, I introduced along with Senator Dominick a bill entitled Elementary School Reading Act of 1972. This measure

addresses what I consider to be the Achilles heel of education, and that is the massive reading problems we have in this country. The bill does several things which I discuss in my opening remarks, but I would like to say that I think the reading problem is so big and its solution is so important, that it needs the kind of emphasis from the Federal level that we are giving it with these hearings and with the bill that I have presented.

I think the enactment of legislation will be a giant step toward preventing or reducing reading problems. It seems to me in a society where technology and education are so important, where approximately 5 percent of the jobs are—5 percent of the jobs are unskilled, we have to make sure that the young people of America not only have the opportunity to learn to read but actually do learn to read and are picked out of their educational atmosphere if they are not acquiring the desired reading skills.

So I look forward to these hearings and I hope they will be productive to the point that we will come out of these hearings and be able to develop some legislation that will assist school districts all over the country in developing programs that will deal with the reading problem. Mr. Chairman, I would like to ask unanimous consent that my statement be printed in the record in full and also a summary and full text of Senate bill S. 1318, as well as my floor statement on the subject at that time, and as well as an editorial from the Frederick News, which deals at some length with this particular piece of legislation, be printed in the record at this point.

Senator EAGLETON. All the items mentioned will be printed in the record. Likewise a statement by Senator Edward Kennedy of Massachusetts, relating to instant subject matter will be printed in the record at this point.

My staff and I are working on a draft of a bill which I hope to introduce in the near future. Without objection I ask that when introduced it be placed in the record following the material on S. 1318.

[The statements of Messrs. Beall, Dominick and Kennedy accompanied by the material referred to follow:]

PREPARED STATEMENT OF HON. J. GLENN BEALL, JR., A U.S. SENATOR FROM THE STATE OF MARYLAND

I want to congratulate the chairman for scheduling these hearings. This has been an area of concern to me for some time and I have been studying the problem for over a year.

On March 22 I introduced, along with Senator Dominick, the "Elementary School Reading Emphasis Act of 1973." This measure addresses what I regard as the "Achilles' Heel" of education, namely the Nation's massive reading problem. In my floor statement I cited——

Alarming statistics, such as those indicating that 40 to 50 percent of children in urban areas reading below grade level with some schools in such areas having as high as 70 to 90 percent of its students reading below grade level;

Surveys of teachers and principals alike confirming these statistics and indicating a need for action in the reading area;

A recent survey in my State, and this has been confirmed in other States as well, indicating that our citizens believe "that the mastering of reading skills is the most important education goal for the schools of the State";

Evidence of frustration over the inadequate performance in the

fundamental reading area such as the teenager's million dollar law suit against the school system for graduating him from high school without teaching him to read; and

A suggestion by Dr. Clark that all subjects be suspended in ghetto school for a year to bring children's reading ability up to grade level.

Specifically, S. 1318 would authorize a 3 year, $176 million program, with the bulk of the funds going to reading emphasis projects. Grants would be made to schools with large numbers or high concentrations of students reading below grade level to pay for those additional costs to enable the carrying out of reading emphasis projects. The bill also authorizes one districtwide project in an urban area and one districtwide project in a rural area. Under the reading emphasis program schools would:

1. Provide for the teaching of reading for at least 40 minutes daily by reading specialists for all elementary children in grades 1 and 2. This is the real preventive aspect of the program and is aimed at preventing reading problems from developing and designed to get all children off to a good start in reading. Teachers with whom I have spoken have advised me, almost without exception, that it becomes increasingly more difficult, some say impossible, to remedy reading difficulties the longer you wait;

2. Provide for the teaching of reading for at least 40 minutes daily by a reading specialist in grades 3 and above for students who are reading below grade level. At the first sign that a child was falling behind in reading, there would be made available the option of attending a summer intensive reading program, again employing reading specialists. There has been some interesting recent research indicating that the reading deficiencies of distadvantaged children may be traced in part to the adverse impact of the summer vacation period. These studies may help explain the loss of some of the gains made in some of our compensatory education programs and certainly give support to the summer school component. Students in grades 3 and above would receive separate instruction by a specialist only when they are falling behind and, of course, the summer school program would continue to be available.

It is clear that S. 1318 will require a major upgrading of professional qualifications of teachers in the project schools. This is long overdue and needed. As unbelieveable as it sounds, it was possible until very recently for teachers to teach reading without a single college course in reading or reading methods. For example, in Maryland prior to 1972, the only requirement was a single course in language arts. This in general seems to have been the case throughout the country for as a study, "The Information Base for Reading" by the Educational Testing Service, Berkeley, Calif., observered, "In 1960, as in 1970, the most frequent requirement for certification as regular elementary teacher or secondary teacher was one course in reading and/or language arts."

The bill, in addition to providing for supplemental and separate reading instruction by the specialist, aims to have all teachers in project schools at least meeting the qualifications of a "reading teacher." To meet this goal it is obvious that a massive retraining effort will be necessary. To make this feasible, the legislation would:

Establish a reading corps program and authorize Federal assistance to improve the competency of teachers of reading and to encourage additional emphasis in reading courses at colleges for elementary teachers.

Authorize the development for presentation over television of courses for teachers or reading and the development of accompanying reading courses and study guides.

I believe that the television proposal is particularly significant and once developed it will have the potential of upgrading reading instruction in schools throughout the country.

In addition, the legislation would:

Establish an educational center for research and development to be known as the Center for Reading Improvement; and

Create a Presidential award for reading achievement to motivate elementary students to read better and to foster competition for excellence in reading by elementary schools.

Basically, then S. 1318 gives to reading an emphasis commensurate with its overriding importance to our children and our country. The bill places a priority on the early elementary years through the use of reading specialists to intensify and supplement the regular classroom reading instruction.

Although specialization in reading for all children at the elementary level is new, specialization itself at the elementary level is not new. Specialists are often employed to teach music, art, and physical education. Unlike in some of these areas, the reading specialist would not supplant the classroom teacher's reading role; indeed, my proposal envisions a substantial upgrading of the professional qualifications of the regular classroom teacher. In effect, S. 1318 gives the student a double dose of reading to prevent the educational-limiting and career crippling handicap of the inability to read.

Mr. William Raspberry, in his column in the February 19 Washington Post, commented on the suggestion that subjects be suspended in ghetto schools for a year to concentrate on raising reading performance, as follows: "Since you can only play at teaching history to children who can't read, why not stop playing and teach them to read?"

This bill aims at preventing such playing and contemplates a serious and concentrated attack on the reading problem.

Its goal is to teach them to read. In fact, it adopts the ambitious goal of having all children in reading emphasis projects schools reading at grade level by the end of the third grade.

While this proposal will not be a panacea for all of the reading problems, I believe there is considerable evidence that this approach can and will make a substantial difference. The evidence indicates that specilization has and can make a difference and that there is a relationship between "gains" and minutes of instruction.

Mr. Chairman, I am particularly pleased with the interested and favorable comments that I have received since this measure has been introduced. Indicative of this response was an editorial from the Frederick News which comments:

Obviously, Senator Beall hit a tender spot with the people, at least in Frederick County, because within minutes after the public announcement Wednesday, of his proposal, scores of local residents telephoned this column urging its support of his bill, which is being co-sponsored by his Republican colleague from Colorado, U.S. Senator Peter H. Dominick.

Senator J. Glenn Beall has struck a blow at the very heart of the problem crippling much of our Nation. Hopefully every Senator and every Congressman will support this timely piece of legislation, and let every voter urge them to do so.

The reading problem is so big and its solution is so important that I hope my colleagues will join me in enacting the Elementary School Reading Emphasis Act of 1973. Its enactment will be a giant step toward preventing or reducing reading problems. A society where technology and education are so important and where only approximately 5 percent of the jobs are unskilled cannot allow the dangerous conditions to continue where massive numbers of children lack the ability to read which affects both their capacity to learn and to earn.

I strongly urge early and favorable action on S. 1318.

I would like to have my floor statement, a summary of S. 1318, the full text of the bill and the editorial from the Frederick News printed in the record.

[From the Congressional Record—Senate, Mar. 22, 1973]

By Mr. Beall (for himself and Mr. Dominick)

S. 1318. A bill to amend the Elementary and Secondary Education Act of 1965, to authorize reading emphasis programs to improve reading in the primary grades, and for other purposes. Referred to the Committee on Labor and Public Welfare.

THE ELEMENTARY SCHOOL READING EMPHASIS ACT OF 1973

Mr. BEALL. Mr. President, I send to the desk for introduction the "Elementary School Reading Emphasis Act of 1973." I am pleased that Senator Dominick, the ranking minority member of the Education Subcommittee, is cosponoring this legislation with me. This legislation is aimed at the most important problem facing American education today—the reading problem.

I am firmly of the opinion that reading is the single most important skill, the most important key to learning. The mastering of reading determines, in large part, not only success in school, but also success in adulthood. The Elementary School Reading Emphasis Act gives to reading an emphasis commensurate with its overriding importance to our children and our country. Basically, the bill utilizes specialists to intensify and improve reading instruction in the early elementary grades with the aim of preventing reading problems from developing, and remedying them when they do.

Specifically, the bill authorizes Federal assistance to local educational agencies for the carrying out by such agencies in school or schools, which have large numbers or high concentrations of children who are not reading at the appropriate grade level, or reading emphasis projects.

Schools participating in the reading emphasis program must:

First, provide for the teaching of reading for at least 40 minutes daily by reading specialists for all elementary children in grades one through two;

Second, provide for the teaching of reading for at least 40 minutes daily by reading specialists for children in grades three and above who are reading below grade level or experiencing reading difficulties; and

Third, provide for a summer intensive reading program for children at the first sign they are falling behind grade level or experiencing reading problems.

The reading emphasis projects would also be required to analyze the reasons why children in the participating schools are not reading at the appropriate grade level; to screen for conditions that would impede or prevent children from learning to read; to administer appropriate tests to identify children who are not reading at the appropriate grade level; to develop a plan setting forth specific objectives which must include the objective of having all children reading at grade level by the end of grade three; to evaluate at least annually the extent to which the objectives are being made; to provide for parent participation; and to publish aggregate testing scores of the children participating in the project.

Also, the project must be approved by the State educational agency.

The legislation also authorizes one district-wide reading emphasis project in an urban area, and one district-wide project in a rural area.

In addition, the legislation would:

Fourth, establish a reading corps program to attract and increase the number of reading specialists to schools having large numbers or high concentration of students reading below grade level during the regular or summer session or both, and authorize Federal assistance to local educational agencies and institu-

tions of higher education to increase the professional competency of teachers of reading and to encourage additional emphasis in reading courses for elementary teachers with the goal of having all such teachers in reading emphasis projects meeting the minimum requirements of a reading teacher;

Fifth, authorize the development of a reading course and study course guide for elementary teachers and reading specialists by the leading reading experts in the Nation and for the showing of such program over public television;

Sixth, designate or create a new educational center for research and development in the reading area to be known as the "Center for Reading Improvement"; and

Seventh, create a Presidential award for reading achievement to motivate elementary students to read better and to foster competition for excellence in reading by elementary schools.

Approximately $176 million would be authorized over a 3-year period with the bulk of the sum going to the reading emphasis projects.

READING DEFICIENCIES—A MASSIVE PROBLEM

The following alarming statistics illustrate the magnitude of the reading problem in the United States. It is estimated:

That some 18½ million adults are functional illiterates;

That some 7 million elementary and secondary children are in severe need of special reading assistance;

That in large urban areas, 40 to 50 percent of its children are reading below grade level;

That 90 percent of the 700,000 students who drop out of school annually are classified as poor readers; and

The massive reading difficulties revealed in those statistics have been confirmed by surveys of teachers and principals alike.

The Office of Education in 1969 surveyed 3,300 title I elementary schools in over 9,200 school districts across the country. Two hundred and sixteen thousand teachers were asked to supply data on approximately 6 million pupils in grades two, four, and six. These teachers judged reading the greatest area of need and they estimated that approximately 2.5 million pupils, or 48 percent of the enrollment in these grades, showed evidence of a critical need for compensatory programs in reading. This data indicated that 22 percent of the urban schools had 70 to 100 percent of their pupils reading 1 year below grade level.

Similarly, a survey of principals representing elementary school populations of approximately 20 million and a secondary school population of 17.8 million was taken seeking their estimate of the reading problem. These responses were analyzed by Carol Ann Dwyer of the Education Testing Services, Berkeley, Calif., and she found that the principals identified some 4.7 million pupils with reading problems in the elementary grades and 2.7 million in the secondary grades.

Alarmingly, 37 percent of the elementary pupils and 46 percent of the secondary pupils with reading problems were reported to be receiving no special assistance in the instruction of reading.

The Department of Education in my State recently released the results of its survey of 11,000 citizens on the most important goal for Maryland schools. The survey found that "the people of Maryland believe that the mastering of reading skills is the most important education goal for the schools of the State."

Over and over again, parents, the general public, and the press across the Nation have expressed concern with poor student performance in the fundamental reading areas.

This concern is evidenced by stories from large cities across the country, such as the Baltimore headline "City Pupils Score Low."

This concern is evidenced by the UPI's story out of California indicating that a teenager was suing the San Francisco School District and the State of California for $1 million for graduating him from high school without learning to read.

This concern is evidenced by the suggestion by Dr. Kenneth Clark that all subjects be suspended in the ghetto schools for a year and that such time be spent on bringing the children's reading up to grade level.

Mr. President, I am convinced that the disenchantment in our schools, to a large degree, has to do with the inadequate performance in the reading area. This is not to say that schools do not do a good job with the large majority of our young people. They do, but a technological society like ours where only 5

percent of the jobs are unskilled cannot tolerate massive reading problems such as I have just described. Welfare rolls, to mention one social cost, will increase unless we do a better job of teaching such youngsters to read.

The President has recognized the importance of reading by establishing the "right-to-read" program, which is charged with the responsibility of eliminating functional illiteracy by 1980. Under the able direction of Dr. Ruth Holloway, the right-to-read program is doing some extremely interesting and constructive work.

I will not proceed to discuss this proposal in more detail.

READING PROBLEMS—A PREVENTIVE APPROACH

The primary approach of this bill, in my judgment, that we not only focus on the reading problem, but also that we zero-in on the elementary years. I believe that prevention is more effective both in terms of educational results and cost effectiveness than subsequent remedial efforts.

The proposal thus calls for the teaching of reading for all elementary children in grades one through two by reading specialists. This is the real preventive aspect of the program and it is aimed at preventing reading problems from developing. It is designed to get all children off to a good start in reading.

In title I schools we know that reading retardation becomes greater with each successive year. I have talked with many teachers about the reading problem and, almost without exception, they advise me that it becomes increasingly more difficult, some say almost impossible, to remedy reading difficulties the longer we wait.

For grades three and above, the reading specialist would only be utilized for those children who are not reading at grade level or who are experiencing reading problems.

Also, an important responsibility of a reading specialist would be to administer or supervise the administering of the necessary diagnostic and screening tests to identify pupils who, for whatever reason, are having problems in reading.

SUMMER READING OPTION

At the first sign that a child is falling behind in reading, there would be made available the option of attending a summer intensified reading program, again employing reading specialists.

Mr. President, the Nation through the Elementary and Eecondary Education Act and other programs, has attempted to improve the education of disadvantaged youngsters.

Certainly this act has helped to identify and spotlight the massive education deficiencies of some of our schools. Unfortunately, we have not achieved the results to date that we have hoped for, although we have learned a great deal from our experiences under this act. For example, we have found that we cannot spread the money among all of our schools and expect results; instead we have found that better results are achieved when we concentrate such resources.

Also, districts that have emphasized academic programs have in general had better results. As a recent title I evaluation noted:

Apparently there has been an over-allocation of supporting services and an under-allocation of academic services in Title I since the program's inception.

Headstart is another program which I strongly support. Interestingly enough, both in title I and the Headstart programs "gains" that were produced often disappear. A study by Mr. Donald Hayes of Cornell University and Judith Grether of the Urban Institute, indicate that the reading deficiency of disadvantaged children may be traced in part to the adverse impact of the summer vacation period.

These researchers found:

Much of the difference between white and nonwhite can be traced to differential progress in reading and word knowledge during nonschool periods . . . Put another way, the four summers between second and sixth grades produce a reading differential almost equal to the effects of five academic years. Month for month in 1965–66 the ghetto students were progressing at a rate 16 times as great during school as out of school. The upper-middle class student progressed at 3.5–4 times the rate in school as out. Students in all sets appear to learn while in school—it is when they are out of school that the important differentials appear. While *in* school the relatively rich white school children do barely better than the ghetto school children, (1.3 imes as much progress per month in 1965–66) but during the summer the relatively rich whites progress 6 times the rate of nonwhites.

This study, while certainly not conclusive, does add support to the summer school component of my proposal. Perhaps the study may help to explain the "loss" during summer vacation periods of "gains" realized in some of our compensatory education programs.

In the last Congress during hearings on equal educational opportunities, in a response to a question about my reading proposal, Mr. James F. O'Neil of the State Board of Education for the State of Michigan responded:

I particularly believe that the proposal to provide summer reading programs would be important, for this reason. Again, this latest study indicates that in the opinion of the report, that many children in the low socioeconomic areas, lose more than others during the summer months, because of the social and economic advantages and the motivation in the homes. Therefore, it would seem that having funds for the summer program would be particularly important to overcome such a slippage as that and to determine, if this is occurring, whether such programs would prevent it. That particular aspect is something I would wholeheartedly support.

For elementary grades three and above, reading would be taught by a specialist only for those children who are not performing at grade level. Also, these children would continue to have available the summer school program.

The Elementary School Reading Emphasis Act then seeks to prevent reading problems from developing, to identify them immediately when they do, and to provide for prompt remediation once such problems are identified.

At this point, I want to strongly emphasize that this proposal is not meant to, nor will it, minimize or downgrade the role of the regular elementary classroom teachers in reading. The reading specialists employed in this program will serve to introduce specialization and intensification of reading instruction to all children in project schools, but the classroom teacher will continue to carry out his or her reading responsibilities, although obviously there would be coordination between the classroom teacher and the reading specialist.

SPECIALIZATION IN READING

Admittedly, specialization in reading for all children at the elementary grade level is new, but specialization itself at the elementary level is not new. At the elementary level, specialists are often employed to teach music, art, and physical education. Unlike in some of these other areas utilizing specialists, the reading specialist will not supplant the classroom teachers' reading role.

All reading instruction would not be the responsibility of the specialist. The regular classroom teacher will continue his or her important responsibilities, but the reading specialist will supplement and intensify that effort.

Indeed, this proposal envisions substantial upgrading of elementary teachers in reading, particularly in grades 1 through 3. That is why I have included the training program to make this possible.

Mr. President, schools in a number of States, such as California, Michigan, Wisconsin, and Missouri have been utilizing reading specialists with considerable success. Dr. Kiesling of the Urban Institution, writing in the November 1972 issue of "Education and Urban Society," examines various hypothesis for effective programs for disadvantaged children. He found that:

Minutes of instruction, especially those by the trained reading specialists, were constructively related to reading gains.

Continuing he argues that in situations where the present system is failing, such as in many of our core cities:

It might be efficient to substitute specialists instruction for relatively large amounts of self-contained classroom instruction.

In his concluding comments, Dr. Kiesling says, "It is widely believed, mostly on the basis of the reports of large national surveys, that compensatory education has failed. The findings of this study, which demonstrated modest average success and the possibility of very respectable gains in reading if diagnostic reading specialists are used for instruction, stand in partial contradiction to this."

Dr. Kiesling also cited what he called increasing evidence from research in compensatory education tending to support his findings. In discussing this literature Dr. Kiesling states:

Guszak (1970) discusses research which he feels gives rise to a reasonable hunch that instruction by diagnostic reading teachers is effective for disadvantaged pupils. Bissell (1970), has shown convincingly, in a careful analysis of the findings of many well-designed compensatory education research projects, that better learning rates are associated with the degree of external organization and

sequencing of the child's learning experiences, hierarchical organization of objectives, directive teacher role, and the nature and amount of program supervision and personal training. These attributes are precisely those that are present with instruction by trained specialists especially so when the program is planned such that the regular classroom teacher and paraprofessionals are well coordinated to the specialists' activity.

From the discussion it is clear that the reading specialist's ability and leadership is critical to the success of this program. The reading specialist's role will be both challenging and difficult.

The reading specialist will be introducing specialization in the reading area for all elementary students as he or she provides instruction to all children in grades 1 and 2, and to all children who are reading below the appropriate grade level in grades 3 through 6.

In addition, reading specialists will be teaching those children who participate in the summer intensive reading program.

But, the reading specialist's responsibilities extend beyond the teaching function, as important as this is. The reading specialist, as envisioned in this proposal, is expected to provide strong leadership for and coordination of the reading program at his or her school. The reading specialist will also administer or supervise the administering of diagnostic testing and screening.

Further, the reading specialist will be a resource person, helping the elementary classroom teachers grow and improve their instruction of reading in the regular class and will help develop additional reading specialists. For those schools who will participate in the public television reading courses for teachers, authorized by this legislation, the reading specialist is expected to lead follow-up discussions after the media presentation of the course within the school. Finally, the reading specialist is expected to, in effect, be a salesman for reading helping to instill on the faculty and students the overriding importance of this subject and a burning desire on the part of the teacher and student alike to improve the reading performance of that school.

I have included a definition of "reading specialist" and "reading teacher" in the bill. Experts with whom I consulted cautioned me that the intent of the program could be frustrated if qualified individuals were not attracted, particularly in view of the importance of the specialist in this program. On the other hand, if I made the requirements too strict, there may not be adequate numbers of reading specialists.

I considered giving the Commissioner authority to issue regulations defining these terms, but I decided against that approach, and instead, elected to define these terms in section 808 of this bill. A "reading specialist" is defined as an individual who has a master's degree with a major or specialty in reading, from an accredited institution of higher education and has successfully completed 3 years of teaching experience which includes reading instruction.

This is essentially the definition of the National Reading Association, a professional organization active in the upgrading of reading instruction.

The term "reading teacher" means an individual with a bachelor's degree, who has successfully completed a minimum of 12 credit hours, or its equivalent, in courses of the teaching of reading at an accredited institution of higher education and has successfully completed 2 years of teaching experience, which includes reading instruction. Realizing that there may not be adequate reading specialists, I have provided flexibility to cover this problem. Thus, if the local educational agency is unable to secure individuals who meet the requirements of the reading specialist, and if such reading teacher is enrolled or will enroll in the program to become a reading specialist the reading teachers, as defined above, could be substituted for the reading specialist. I would emphasize, however, that these definitions are only for the purposes of this act.

It is clear that this proposal will necessitate a major upgrading of professional qualifications in the reading area in project schools. The bill also will encourage institutions of higher education to give greater emphasis to reading in the preparation of elementary teachers and reading specialists. The goal is to have all elementary teachers in project schools become reading teachers. To accomplish such a goal, it is obvious that a massive retraining effort will be necessary. Some school systems are recognizing this need and an effort is already underway.

For example, the Baltimore City School system is attempting to give all 8,000 teachers some additional training in the reading area.

As unbelieveable as it sounds, it was possible until very recently for teachers to teach reading without a single college course in reading or reading methods. For example, in my State of Maryland prior to 1972, the only requirement was one single course in language arts. This in general seems to have been the case in most States in the country, for as a study, "The Information Base for Reading," by the Educational Testing Service of Berkeley, Calif, observed:

"In 1960, as in 1970, the most frequent requirement for certification as a regular elementary teacher or secondary teacher was one course in reading and/or language arts."

The Library of Congress at my request is presently in the process of completing a survey of the 50 States to determine their requirements for the regular elementary teacher and the reading specialist. Thirty-eight States have answered the survey and I urge the remaining States to provide this information as soon as possible.

Mr. President, two sections of this bill are designed to make this considerable retraining task feasible.

TELEVISION TEACHER TRAINING

Section 803 authorizes the Commissioner of Education to make arrangements for the preparation and production for viewing on public television of reading courses for elementary teachers and reading specialists. In addition, a study course guide would be prepared for use in conjunction with the television instruction.

The great potential of television for educational purposes has been demonstrated by such shows as "Sesame Street" and "Electric Company." Also, college courses have been successfully offered over television. My State of Maryland is doing some imaginative and innovative work in this area.

One frequent difficulty with many of the television courses is the times at which such courses are offered. Sunrise is obviously not the best hour for our citizens. I have tried to draft this bill, not only to tap the best available talent to produce the courses, but equally important to encourage the offering of such courses at hours that are convenient to the teachers.

This provision envisions the outstanding reading experts in the country combining their talents with experts in the utilization of the communication media for educational purposes to produce first-rate courses that may be used by any interested school system.

While I want to see the courses available to all reading emphasis projects and schools and school systems everywhere, the legislation requires that the Commissioner give priority in selecting the urban district wide project to applicants which can show—

First, that the State and local educational agencies will give credit for the television courses and encourage participation by the district's teachers;

Second, that the local television station will offer such courses at hours convenient to the teachers. It is hoped that the time of the viewing will enable all the elementary teachers to view the program as a group so as to enable follow up discussion led by the reading specialists; and

Third, that the local colleges and universities give academic credit for the completion of such courses.

TRAINING GRANTS

The second training provision appears in section 804. This section authorizes grants for the training of personnel for reading emphasis projects. The section's purpose is to provide for an adequate number of reading specialists and to encourage elementary teachers, particularly grades one through three, to become reading teachers.

Under this section, the Commissioner is authorized to enter contracts or to make grants to local educational agencies, State educational agencies, or institutions of higher education for—

First, training efforts, including short term and regular session institutions and other preservice and in-service training programs to improve the professional competency in reading of elementary teachers and principals of reading emphasis project schools. I have made the principal eligible for this training program, for the principal's interest and leadership is needed if the urgency and importance of reading is to permeate the entire elementary school, as I intend;

Second, the establishment of a Reading Corps, along the lines of the present

Teacher Corps program. The purpose here is twofold: namely, to attract reading specialists both during the regular or summer session, or both, to schools having large numbers or higher concentration of children reading below grade level, and second, to increase the number of reading teachers and reading specialists. Under the program, regular elementary teachers will spend a year in a work-study combination to become a reading specialist. Those training to become teachers could also be assigned to work under reading specialists so that they will be acquainted with reading problems; and

Third, training to encourage all elementary teachers and particularly those in grades one through three, to become reading teachers. Also, it is hoped that the arrangements will be made with institutions of higher education to encourage them to increase the course requirements in reading for future elementary teachers of the early primary grades so that such graduates would meet the minimum requirements of a reading teacher.

The grants and contracts will cover the costs of the courses of study and for necessary fellowships and traineeships.

CENTER FOR READING IMPROVEMENT

Despite the importance of reading, this importance has not been adequately reflected in educational research and development. Accordingly, this part of my proposal would require the Director of the new National Institute of Education to establish a center for reading improvement. Ten million dollars would be authorized for the purposes of this section and these sums would remain available until expended.

The educational centers and labs previously funded under the Cooperative Research Act have been transferred to the National Institute of Education.

The Institute has been evaluating the present educational laboratories and centers programs. I have examined some of the programs of the centers and labs and I must say that none of their work, in my judgment, compares with the importance of reading for our society. I believe that reading certainly should at least have one center or lab that is devoting full time to this problem.

Thus, under section 805 of my proposal, the Director of the National Institute of Education, through the Institute and the Center for Reading Improvement, would conduct or support research and demonstration in the field of reading, including, but not limited to the following areas:

First. Basic research in the reading process. The case for accelerated research and development efforts in the reading area is made by the massive reading problems facing the country. We certainly need to learn more about the reading process and how children learn to read. This is an exceedingly complex and difficult area, but its difficulty is exceeded only by its importance. So, I hope that basic research in the reading process will be pursued.

Second. The most effective method or methods for the teaching of reading. The debate on how to teach reading in the country has been going on for over a century with the proponents of the phonetic and look-see approach enjoying popularity at different times. Until educational research resolves this question, it would seem prudent that we make certain that our teachers know the main alternatives and techniques and when and how to employ special techniques of instruction.

Third. Improved methods for the testing of reading ability and achievement. There is a need to improve our techniques for testing reading ability and achievement. There is already some interesting work going on as evidenced by the Education Commission on the States' national assessment of educational processes, and also the work in my State on criterion-reference tests.

Fourth. Development of model college courses in reading for personnel preparing to engage in elementary teaching or for elementary teachers who are or intend to become reading teachers or reading specialists.

Fifth. The development of techniques for the diagnosis and correction of reading disabilities. Throughout the last decade surveys both among those training to become teachers and those in teaching, have indicated that both groups believe that inadequate preparation was given in diagnosing and correcting reading problems of pupils.

The educational literature during this same period also emphasized the need for this approach. But as the Education Testing Service observed—

In spite of such widespread exhortations, the requirements for teachers' education and certification have shown no subsequent change according to the surveys in 1960 and 1970.

Sixth. The development of model reading programs for elementary schoolchildren generally, and special model reading programs for elementary schoolchildren who are educationally disadvantaged, or handicapped.

During the 1950's there was considerable concern with respect to teaching of science in high schools. As a result, a study was undertaken by the National Science Foundation and a model textbook for physics was developed. It is my understanding that this was very well accepted and has been credited with substantial upgrading of the instruction of physics in the United States. I believe we should attempt a similar effort with respect to the development of a reading curriculum for pupils in the early elementary grades.

Seventh. The use and evaluation of education technology in reading, and

Eighth. The evaluation of education materials in reading. P. Kenneth Komoski, president of the Education Product Information Exchange Institute, indicated a conservative estimate of the education material being marketed to the schools is over 200,000 items and that this production has increased 20-fold in the last two decades. There are also numerous materials specifically on the teaching of reading, providing teachers with many options and alternatives in the selection of teaching materials. Mr. Komoski points out that less than 10 percent of the education materials have been field tested and only approximately 1 percent have been subjected to learner-verification techniques.

PRESIDENTIAL READING AWARDS

Finally, my proposal would establish presidential awards for reading achievement. There will be two types of awards, one for elementary students and one for elementary schools.

The student award would consist of an emblem to be presented to elementary students for achievement in reading, as defined by the Commissioner of Education.

The school award would be a pennant, or other appropriate recognition, for schools achieving reading excellence, as defined by the Commissioner. The student and school awards will be of such design and material as the President prescribes.

I would hope that the President, before deciding on the design and material for the award, would consult with the education community and provide both the education community and the public with an opportunity to make suggestions for the award. Perhaps, it would be worth considering a national competition for the design of such awards, but I have not specified this in the statute itself.

Mr. President, in 1955 President Eisenhower was presented with evidence regarding the physical fitness of American youth. The President was told that 58 percent of the American children failed on one of more of six basic tests for muscular strength and flexibility as compared to only 9 percent of the Western European children.

As a result, President Eisenhower established what is now the President's Council on Youth Fitness and Sports. School fitness programs were developed for our youth, including a screening test for young children to identify those most in need of help. A seven part test was devised and standards were set for each item for each age group. The program was adopted by schools all over the country.

The President's Council on Physical Fitness has said that physical fitness of our youth has improved substantially. Since 1961, there has been a 32 percent gain in the proportion of children passing the physical fitness test from 50 to 80 percent.

In general, after 9 years of using the test, the performance of our youth has improved in all fitness areas.

Similarly, competition among schools in athletics fosters competition and excellence in sports. In addition, it tends to elevate the importance of athletics in the minds of students. I believe that the Presidential student awards envisioned will encourage interest and motivate elementary students in reading. Also, the school competition would underscore the importance of academic excellence in this the most important subject area at the elementary level.

This program will follow the successful physical fitness program and the only costs involved is some administrative expenses.

CONCLUSION

Mr. BEALL. Mr. President, the bill I advance today is the product of considerable study. It addresses what I regard as the Achilles' heel of education, the massive reading problem of schools having large numbers or high concentrations of children reading below grade level.

It places a priority on the early elementary years through the use of reading specialists to intensify and supplement the regular classroom reading instruction. In effect, it gives the students a double dose of reading to prevent the educational-limiting and career-crippling handicap of the inability to read.

Mr. William Raspberry, in his column in the February 19 Washington Post, commented on the suggestion that subjects be suspended in ghetto schools for a year to concentrate on raising reading performance, as follows:

Since you can only play at teaching history to children who can't read, why not stop playing and teach them to read?

Mr. President, I can assure you that this bill aims at preventing such playing and contemplates a serious and concentrated attack on the reading problem. Its goal is "to teach them to read." In fact, it adopts the ambitious goal of having all children in reading emphasis projects school reading at grade level by the end of the third grade.

While this proposal will not be a panacea for all of the reading problems, I believe there is considerable evidence that this approach can and will make a substantial difference. The reading problem is so big and its solution is so important that I hope my colleagues will join me in enacting the Elementary School Reading Emphasis Act of 1973. Its enactment will be a giant step toward preventing or reducing reading problems. A society where technology and education are so important and where only approximately 5 percent of the jobs are unskilled cannot allow the dangerous conditions to continue where massive numbers of children lack the ability to read which affects both their capacity to learn and to earn.

I am a member of the President's Commission on the Financing of Postsecondary Education. This Commission is studying ways and means to provide the opportunity for the financing of higher and technical education for all students. But, it will do us little good to guarantee that financial barriers will not prevent students from postsecondary education and training if the students are not capable because of educational deficiencies, the most important of which is reading, to take advantage of these opportunities.

For, Mr. President, equal opportunities begin early. That is why I propose the bill to the Congress today. The bill's significance may be more important than the report of the Postsecondary Education Commission, which is scheduled to be released in December. This comment in not meant to detract from that report which I believe will be most important in determining future higher education policies in the country; but this proposal, after all, seeks to make the opportunity for higher education or technical education possible by not only reafirming that children have the right to read, but also helping to assure that they will, in fact, be able to read.

93D CONGRESS
1ST SESSION

S. 1318

IN THE SENATE OF THE UNITED STATES

MARCH 22, 1973

Mr. BEALL (for himself and Mr. DOMINICK) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

To amend the Elementary and Secondary Education Act of 1965, to authorize reading emphasis programs to improve reading in the primary grades, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Elementary School Reading Emphasis Act of 1973".

SEC. 2. The Elementary and Secondary Education Act of 1965 is amended by redesignating title VIII and references thereto as title X, by renumbering sections 801, 803, 805, 807, 808, 809, 810, and 811 and references thereto as sections 1001 through 1008, respectively, and by inserting after title VII thereof the following new title:

"TITLE VIII—READING EMPHASIS PROGRAMS

"FINDINGS AND PURPOSE

"SEC. 801. (a) The Congress finds—

"(1) that reading is the single most important key to learning and that the mastering of reading skills determines in large part success in school and subsequent adult life;

"(2) that the President of the United States has recognized the critical importance of reading by establishing the right to read program which is charged with the responsibility of eliminating functional illiteracy by 1980;

"(3) that approximately seven million elementary and secondary school students have severe reading problems;

"(4) that the reading deficiency in schools having large numbers of children from lower income families is massive, with as many as 40 to 50 per centum of such students reading below grade level and that many students from advantaged backgrounds are also handicapped by the lack of reading skills;

"(5) that 90 per centum of the seven hundred thousand students who drop out of school each year are classified as poor readers;

"(6) that studies have indicated that the reading

deficiencies of disadvantaged children may be traced in part to the adverse effect of the summer vacation;

"(7) that measures to improve the achievement of children become increasingly more difficult and less effective the longer they are delayed; and

"(8) that there is a need to emphasize reading and to improve and intensify the instruction of reading in the primary grades to prevent the development of reading problems.

"(b) It is the purpose of this title to provide financial assistance to assist local educational agencies to undertake demonstration projects emphasizing reading in elementary schools, to improve the instruction of reading in elementary schools, to provide reading training for teachers, to establish a research center for reading improvement, and to provide a reading achievement award.

"READING EMPHASIS DEMONSTRATION PROJECTS

"SEC. 802. (a) The Commissioner is authorized to arrange by grant, contract, or otherwise with local educational agencies for the carrying out by such agencies in elementary schools, which have large numbers or high concentrations of children who are not reading at the appropriate level, of reading emphasis demonstration projects in accordance with this section.

"(b) Each such project shall provide for—

"(1) the teaching of reading by a reading specialist for all children in the first and second grades of an elementary school for a period each day not less than forty minutes in duration;

"(2) the teaching of reading by a reading specialist for elementary school children in grades three through six who have reading problems for a period each day not less than forty minutes in duration; and

"(3) an intensive summer reading program conducted by a reading specialist for public school children who are found to be reading below the appropriate grade level or experiencing problems in learning to read.

"(c) No arrangement may be entered into under this section unless upon an application made to the Commissioner at such time, in such manner, and including or accompanied by such information as he may reasonably require. Each such application shall provide assurances that—

"(1) the project will be carried out in conformance with subsection (b) of this section in one or more elementary schools of the local educational agency;

"(2) appropriate measures have been taken by the agency to analyze the reasons why elementary school children are not reading at the appropriate grade level;

"(3) the agency will screen for conditions that would impede or prevent children from learning to read;

"(4) the agency will administer diagnostic testing designed to identify elementary school children who are not reading at the appropriate grade level;

"(5) the agency will develop a plan setting forth specific objectives, which shall include the goal of having all children in project schools reading at the appropriate grade level by the end of grade three;

"(6) the agency plan will include those criteria and procedures, including objective measures of reading achievement that will be used to calculate, at least annually, the extent to which the objectives of the plan have been achieved;

"(7) the agency will provide for parent participation and that consideration will be given, when teacher aides are employed, to the hiring of parents of the students, on a rotating basis, in order to involve directly the maximum number of such parents;

"(8) subject to the limitations contained in subsection (d), the agency will publish aggregate testing scores of the elementary school children participating in

the project, and furnish such aggregate testing scores, upon request, to the Commissioner; and

"(9) the project has been approved by the State educational agency.

"(d) Nothing in this section shall permit the disclosure of individual reading test scores obtained under this section to any individual other than the parent or guardian or any child being so tested.

"(e) The Commissioner, in selecting projects under this title, shall, to the extent feasible, attempt to secure an equitable distribution among urban and rural areas.

"(f) The Commissioner is authorized to enter into at least one arrangement with a local educational agency in an urban area and a local educational agency in a rural area for a districtwide project conducted in all schools of such agencies. In selecting the districtwide project in the urban area, the Commissioner shall give priority to a local educational agency which agrees to utilize the television course or courses developed for teachers of reading, pursuant to section 803, as evidenced by the Commissioner's findings that—

"(1) the State educational agency or the local educational agency, as appropriate, will give credit for any course to be developed under section 803 and will

encourage participation by the teachers of such agency in the training;

"(2) the local public educational television station will present any course to be developed under this section at an hour convenient for the viewing by elementary school teachers and, if possible, at a time convenient for such teachers to take the course, as a group, at the elementary school where they teach; and

"(3) that institution or institutions of higher education will agree to give academic credit for the completion of such courses.

"(g) There is authorized to be appropriated to carry out the projects under this section $50,000,000 for the fiscal year ending June 30, 1974, $55,000,000 for the fiscal year ending June 30, 1975, and $60,000,000 for the fiscal year ending June 30, 1976.

"READING TRAINING ON PUBLIC TELEVISION

"SEC. 803. (a) The Commissioner of Education is authorized, through grants or contracts, to enter arrangements with institutions of higher education, public or private agencies or organizations, and individuals for—

"(1) the preparation, production, and distribution for use on public educational television stations of courses for elementary school teachers who are or intend to become reading teachers or reading specialists; and

"(2) the preparation and distribution of study course material to be used in conjunction with any such course.

"(b) In carrying out the provisions of this section the Commissioner shall consult with and involve recognized authorities in the field of reading and specialists in the utilization of the communications media for educational purposes, and with the local and State educational agency of the urban districtwide reading emphasis project and other reading emphasis projects, to the extent feasible.

"(c) For the purpose of carrying out this section, there is authorized to be appropriated $1,000,000 for the fiscal year ending June 30, 1974. Funds appropriated pursuant to this section shall remain available for obligations and expenditures through June 30, 1975.

"GRANTS FOR TRAINING PERSONNEL FOR READING EMPHASIS PROJECTS

SEC. 804. (a) The Commissioner is authorized to enter arrangements, through grants or contracts, with institutions of higher education or State or local educational agencies to assist them—

"(1) in providing training, including short term and regular session institutions and other preservice and

inservice training programs, to improve the professional competency of teachers of reading and principals of project schools;

"(2) in establishing a Reading Corps program, patterned after the Teacher Corps, to attract reading specialists for service during the regular or summer sessions, or both, to project schools and to increase the number of reading specialists and reading teachers; and

"(3) in improving and broadening the training for the teaching of reading of personnel who are, or are training to become elementary teachers, particularly teachers of grades one through three in project schools with the goal of having all such teachers meeting the minimum requirements of a reading teacher.

"(b) Grants under this section may be used by such institutions or agencies to assist in covering the cost of courses of training or study for such personnel and for establishing and maintaining fellowships and traineeships with such stipends and allowances as may be determined by the Commissioner.

"(c) There are authorized to be appropriated such sums as necessary to carry out the purpose of this section.

"ESTABLISHMENT OF THE CENTER FOR READING IMPROVEMENT

"SEC. 805. (a) The Director of the National Institute of Education is authorized and directed to designate an existing facility or establish a new facility to be known as the Center for Reading Improvement (hereinafter referred to in this section as the 'Center').

"(b) The Director of the National Institute of Education, through the Institute and the Center, shall conduct or support research and demonstrations in the field of reading, including, but not limited to, the following—

"(1) basic research in the reading process;

"(2) the most effective method, or methods, for the teaching of reading;

"(3) methods for the measuring of reading ability and achievement;

"(4) the development of model college courses in reading for personnel preparing to engage in elementary teaching or for elementary teachers who are or intend to become reading teachers or reading specialists;

"(5) the development of techniques for the diagnosis and correction of reading disabilities;

"(6) the development of model reading programs for elementary school children generally and special

model reading programs for elementary school children who are educationally disadvantaged or handicapped;

"(7) the use and evaluation of educational technology in reading; and

"(8) the evaluation of educational materials prepared for the teaching of reading.

"(c) There are authorized to be appropriated, without fiscal year limitations, $10,000,000, to carry out the purposes of this section. Sums so appropriated shall, notwithstanding any other provision of law unless enacted in express limitation of this section, remain available for the purposes of this section until expended.

"SPECIAL CONSIDERATION IN TEACHER TRAINING PROGRAMS

"SEC. 806. The Commissioner is authorized in administering the Educational Professions Development Act to give special consideration to projects involving the improvement of the skills of the elementary school teachers who are or intend to become reading teachers or reading specialists.

"ESTABLISHMENT OF THE PRESIDENTIAL AWARD FOR READING ACHIEVEMENT

"SEC. 807. (a) In order to motivate and encourage elementary school children to improve their reading skills and to foster competence for excellence in reading among ele-

mentary schools, there is hereby established the Presidential Reading Achievement Award. Each such award shall consist of—

"(1) an emblem to be presented to elementary school children for achievement in reading as determined pursuant to regulations established by the Commissioner, and

"(2) a pennant, flag, or other appropriate recognition for elementary schools achieving reading excellence as determined pursuant to regulations established by the Commissioner.

"(b) The reading awards authorized by this section shall be of such design and material and bear such description as the President may prescribe.

"(c) There is authorized to be appropriated not to exceed $10,000 in any fiscal year for the administrative expenses of carrying out the provisions of this section.

"DEFINITIONS

"SEC. 808. (a) For the purpose of this title—

"(1) The term "reading specialist" means an individual who has a master's degree, with a major or speciality in reading, from an accredited institution of higher education and has successfully completed three years of teaching experience, which includes reading instruction.

"(2) The term "reading teacher" means an individual, with a bachelor's degree, who has successfully completed a minimum of twelve credit hours, or its equivalent, in courses of the teaching of reading at an accredited institution of higher education, and has successfully completed two years of teaching experience, which includes reading instruction.

"(b) A "reading teacher" as defined above, may be used in lieu of a reading specialist, if the Commissioner finds that the local educational agency participating in a reading emphasis project is unable to secure individuals who meet the requirements of the reading specialist and if such reading teacher is enrolled or will enroll in a program to become a reading specialist."

EXHIBIT 1

CERTIFICATION REQUIREMENTS IN THE METHODS OF READING INSTRUCTION FOR PUBLIC SCHOOL TEACHERS IN SELECTED STATES

State	Regular elementary school teachers				Reading specialists at the elementary school level			
	Number of course hours (credit)	Type(s) of course(s)	Percent meeting present requirements	Changes in requirements in the past 5 years	Number of course hours[1] (credit)	Type(s) of course(s)	Percent meeting present requirements	Changes in requirements in the past 5 years
Alabama	0	Not applicable[1]	(2)	None		Not applicable	(2)	None.
Arizona	[3] 3	Methods	100	do	15 semester hours	Methods, remedial, practicum[1] or internship.	100	1971—Course sequence mandated.
Arkansas	[3] 3	Not specified[4]	(4)	1972—None before	M.A	Methods, remedial, laboratory practice.	(4)	None.
Colorado	0	Not applicable	(2)	None	Not specified[4]	Not applicable	(2)	Do.
Connecticut	[3] 6	Methods (3) children's literature (3).	(5)	1972—None before	M.A	Methods, remedial, practicum, children's literature.	(5)	Do.
Delaware	[3] 3	Methods	100	None	15 semester hours (graduate).	Methods, remedial, practicum.	100	Do.
Florida	[3] 2	do	(5)	do	21 to 33 semester hours	Foundations, methods, remedial, children's literature.	(5)	Do.
Georgia	[6] 5	do	90	do	25 quarter hours	Methods, remedial	100	Do.
Hawaii	0	Not applicable	(2)	do		Not applicable	(2)	Do.
Idaho	0	do	(2)	do		do	(2)	Do.
Illinois	[3] 2	Methods	90	do	32 semester hours	Not specified[4]	100	Do.
Kansas	0	Not applicable	(2)	do	12 semester hours (graduate).	Foundations, remedial, practicum.	80	1971—Requirements specified.
Kentucky	[3] 6	Not specified[4]	(4)	1972—None before	do	do	(5)	Do.
Louisiana	[3] 3	do	25	1971—None before		Not applicable	(2)	None.
Maryland	[3] 3	Methods	80–85	1972—None before	12 semester hours	Foundations, remedial, practicum.	85	Do.
Massachusetts	0	Not applicable	(2)	None	18 semester hours	Not specified[4]	Most	Do.
Minnesota	0	do	(2)	do	6 courses	Developmental reading, remedial, practicum.	(5)	Do.
Mississippi	[3] 6	Methods	99	do	15 semester hours	Developmental reading, remedial.	99	Do.
Nebraska	0	Not applicable	(2)	do		Not applicable	(2)	Do.
Nevada	[3] 2	Methods	100	do	M.A	Not specified[4]	100	Do.

New Hampshire	0	Not applicable	(2)	1970—From specific requirements to approved program basis.	M.A.	do	95	1970—From specific requirements to approved program basis.
New Mexico	[3] 3	Methods, remedial	85	None	10 semester hours (for elementary reading teachers).	Foundations, remedial, practicum.	70	None.
New York	[3] 6	Not specified [4]	70	1972—None before		Not applicable	(2)	Do.
North Carolina	0	Not applicable	(2)	None	18–30 semester hours	Methods, remedial, practicum.	(5)	Do.
North Dakota	0	do	(2)	do	8 courses (graduate)	Foundations, remedial, practicum.	100	Do.
Ohio	[6] 3	Methods	100	do	18 quarter hours	Foundations, developmental, remedial, practicum.	100	1972—None before.
Oklahoma	[3] 3	Methods and materials.	100	do	12 semester hours	Foundations, remedial, practicum.	100	None.
Oregon	[6] 6	Methods	75	1972—Minimum specified	15 quarter hours	Methods, remedial, practicum.	90	1972—Minimum specified.
Pennsylvania	(4)	Not applicable	(2)	1969—3 semester hours required previously.	Not specified [4]	Not specified [4]	(5)	1969—General guidelines outlined.
Rhode Island	[3] 3	Methods	(4)	None		Not applicable	(2)	None.
South Carolina	[3] 3	do	(4)	do	12 semester hours	Methods, remedial, practicum.	(5)	Do.
South Dakota	0	Not applicable	(2)	do		Not applicable	(2)	Do.
Tennessee	[3] 3	Methods	(4)	do		do	(2)	Do.
Utah	0	Not applicable	(2)	do		do	(2)	Do.
Virginia	[3] 3	Methods	(4)	do	M.A.	Foundations, remedial practicum.	(5)	1972–None before.
West Virginia	[3] 2–3	do	33	do	27 semester hours	Foundations, remedial, clinical experience.	100	None.
Wisconsin	(7)	do	60	1973—Requirement made mandatory.	M.A. or 30 semester hours	Advanced methods, measurement, remedial, supervision, internship.	100	1972—None before.
Wyoming	[3] [8] 8	do	95	None	6 semester hours (additional to standard requirement).	Remedial	95	None.

[1] Where this space is left blank no separate certification for specialized reading teachers at the elementary school level exists.
[2] Not applicable.
[3] Semester (credit) hours.
[4] Data not available.
[5] A requirement exists but the number of hours is not specific.
[6] Quarter (credit) hours.
[7] 1 course.
[8] Semester hours of courses in the methods of teaching elementary skills, including reading.

Source: Congressional Research Service questionnaire, distributed to the States on Jan. 15, 1973.

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SUMMARY OF S. 1318, "THE ELEMENTARY SCHOOL READING EMPHASIS ACT OF 1973"

I. THE PROBLEM

18½ million adults are functional illiterates.

7 million elementary and secondary school children are in need of special reading assistance.

In large urban areas, 40 to 50% of the children are reading below grade level and in some of these schools, 70 to 100% of the students are reading below grade level.

90% of 700 thousand dropouts are poor readers.

II. BASIC PROVISIONS OF BEALL-DOMINICK BILL

A. Authorizes a three year, $176 million program, with the bulk of the funds going to reading emphasis projects. Grants would go to schools, with large numbers or high concentrations of students reading below grade level, to pay for those additional costs to enable the carrying out of reading emphasis projects. The bill also authorizes one district-wide project in an urban area and one district-wide project in a rural area. Schools participating in the Reading Emphasis Program would:

(1) provide for the teaching of reading for at least 40 minutes daily by reading specialists for all elementary children in grades 1 and 2;

(2) provide for the teaching of reading for at least 40 minutes daily by a reading specialist in grades 3 and above for students who are reading below grade level;

(3) provide for a summer intensive reading program for children at the first sign that they are falling behind grade level; and

(4) projects would also be required to analyze the reasons why children in the participating schools are not reading at the appropriate grade level; to screen for conditions that would impede or prevent children from learning to read; to administer appropriate tests to identify children who are not reading at the appropriate grade level; to develop a plan setting forth specific objectives which must include the objective of having all children reading at grade level by the end of grade three; to evaluate ar least annually the extent to which the objectives are being made; to provide for parent participation; and to publish aggregate testing scores of the children participating in the project.

B. Establishes a Reading Corps Program and authorizes federal assistance to improve the competency of teachers of reading and to encourage additional emphasis in reading courses at colleges for elementary teachers.

C. Authorizes the development for presentation over television of courses for teachers of reading and the development of accompanying reading courses and study guides.

D. Establishes an educational center for research and development to be known as the "Center for Reading Improvement".

E. Creates a Presidential award for reading achievement to motivate elementary students to read better and to foster competition for excellence in reading by elementary schools.

[From the Frederick (Md.) News, Mar. 22, 1973]

TEACH AMERICA TO READ

The acute seriousness of the reading problem facing the nation—yes, Johnny still can't read well enough—has finally been brought to the attention of the nation . . . and rather forcefully by U.S. Senator J. Glenn Beall Jr.

The Republican Senator from Maryland Wednesday proposed the establishment of special reading programs to teach reading skills in the elementary grades in order to overcome what he correctly described as "the massive reading problem" in American schools.

How right he is when he states that "reading is the single most important skill, the single most important key to learning."

And how descriptively accurate when he labels the lack of proper training in reading skills as "the Achilles' Heel of Education," and is there anyone who does not know that the great warrier Achilles was vulnerable only in one place—his heel.

Obviously Senator Beall has hit a tender spot with the people, at least in Frederick County, because within minutes after the public announcement

Wednesday of his proposal, scores of local residents telephoned this column urging its support of his bill, which is being co-sponsored by his Republican colleague from Colorado, U.S. Senator Peter H. Dominick.

"Equal opportunities begin early, and this proposal seeks to make the opportunity for higher education or technical education possible by not only reaffirming that children have the right to read, but also helping to assure that they will, in fact, be able to read," Senator Beall contends.

A member of the Senate Education Subcommittee, Senator Beall, proposed a seven-point plan to have reading skills taught as a special emphasis subject, by teachers as well as reading specialists, in the elementary grades.

The bill, would authorize federal assistance to enable local educational agencies to implement reading programs in schools having a large concentration or large numbers of children who are reading below grade level.

Specifically, the proposed Elementary School Reading Emphasis Act of 1973 would:

Provide instruction by reading specialists for at least 40 minutes daily for all children in grades one and two.

Provide similar instruction in grades 3 through 6 for children with reading difficulties or who are below grade level.

Provide a summer intensive reading program for children showing signs of reading difficulty or of falling behind grade level.

Establish a Reading Corps to increase the number of reading specialists and improve the general quality of reading instruction.

Develop a course and study guide in reading to be shown over public television for the use of teachers and parents.

Establish a Center for Reading Improvement to conduct research on reading and develop new methods of instruction.

Create a Presidential Award for Reading Achievement to motivate elementary pupils to develop better reading skills.

The legislation carries an authorization of $176 million to support research, training programs and demonstration projects over a three-year period.

"Mastery of reading determines, in large part, not only success in school, but also success in adulthood," Senator Beall declared, adding that, "A society like ours, where technology and education are so important and where only about 5 per cent of the jobs are unskilled, cannot allow the dangerous condition of having massive numbers of children who lack the ability to read, and thus the ability to learn and to earn."

The senator pointed to some alarming statistics which underline the extent of the reading problem in the United States:

Some 18.5 million adults are functional illiterates.

Nearly 7 million elementary and secondary school children are in severe need of special reading assistance.

In large urban areas, 40 to 50 per cent of the children are reading below grade level.

Close to 90 per cent of the 700,000 pupils who drop out of school annually are classified as poor readers.

"Many middle class children are also handicapped because of their lack of reading skills, and in my own state of Maryland, a statewide survey by the Department of Education found that parents ranked the mastering of reading skills as the most important goal in school."

This column commented at length on that state report and urged then a program of positive action as a follow through to improve reading in the schools. Beall's bill is a good start.

"The situation was put in perfect perspective recently," Senator Beall said, "when Washington Post Columnist William Raspberry said, 'Since you can only play at teaching history to children who can't read, why not stop playing and teach them to read?'

"This legislation seeks to prevent reading problems from developing to identify them when they do, and to provide for a prompt remedy once such problems are identified," Beall explained, adding:

"The education-limiting and career-crippling handicap of the inability to read is so big and its solution is so important that it demands a concentrated attack, and I believe that this approach can and will make a substantial difference."

Senator J. Glenn Beall has struck a blow at the very heart of the problem crippling much of our nation. Hopefully every Senator and every Congressman will support this timely piece of legislation, and let every voter urge them to do so.

It is time to teach America to read and to read well.

[From the Congressional Record—Senate, June 26, 1973]

(By Mr. Eagleton)

S. 2069. A bill to improve national reading skills. Referred to the Committee on Labor and Public Welfare.

Mr. EAGLETON. Mr. President, I send to the desk a bill entitled the National Reading Improvement Act of 1973, and ask that it be read twice and appropriately referred.

Mr. President, we think of America as a land of opportunity—as an advanced Nation, with sophisticated technology—as a highly developed and complex society. True to this view, America spends more tax dollars on education than any other country. Yet in many areas of this Nation there are individuals who lack one skill—reading—which is vital to survival in the increasing complexity of American life.

Problems relating to the teaching of reading rank among the most crucial educational issue in this country today. Test scores released from the Office of Education last year revealed that both inner city and rural schools are experiencing a decline in reading scores. Throughout the country, some 10 million elementary and secondary children are severely deficient in reading.

Moreover, a Louis Harris poll reported that 11 million American adults could not read well enough to obtain a driver's license. Fourteen million could not read will enough to qualify for a bank loan and 10 million would encounter severe difficulty resulting from reading deficiencies in qualifying for social security.

This is truly a national problem, but we have yet to see an adequate response by the National Government.

For more than 3 years we have heard the Nixon administration's rhetoric about its "right to read" program. You may recall that this program was first announced in October, 1969, by the late Dr. James Allen, then U.S. Commissioner of Education. Dr. Allen spoke of the millions of American children and teenagers with serious reading difficulties who were, as he called it—

Denied a right—a right as fundamental as the right to life, liberty, and the pursuit of happiness.

He committed this administration to a far-reaching program of educational support for these youngsters to enable them to enjoy their right to read.

Not long thereafter, in March 1970, President Nixon endorsed the program in his message to Congress on education reform. The President said he would request $200 million for the "right to read" program for fiscal year 1971. When the details of this budget request became known, it was seen to be largely illusory. There was no $200 million in new money to launch this ambitious new program, but rather a shifting around of funds already committed to existing library and education programs.

For the current fiscal year, the administration recommended only $12 million for the right to read program. For the coming fiscal year, the budget request is again only $12 million. Surely the administration cannot believe that such a paltry sum can accomplish the program goal—a goal estabished by the administration itself—of insuring that, by 1980, 99 percent of all schoolchildren aged 16 and under in the United States and 90 percent of the people over 16 will be functionally literate. Surely a program so hampered by budget restrictions cannot truly be called a "national priority."

At the outset of his administration, President Nixon warned America of the threat of a "precipitious decline in public confidence." The cause of this crisis, he said, was:

The chronic gap that exists between the publicity and promise attendant to the launching of a new Federal program—and that program's eventual performance.

It has become obvious that Mr. Nixon's warning was in fact a self-fulfilling prophecy. He should have heeded his own words.

The bill which I am introducing today moves to fulfill the unmet promises made long ago by the present administration. For the first fiscal year of funding it authorizes $207.5 million—fulfilling at last the President's promised level of funding of more than 3 years ago.

Mr. President, as you may recall, I introduced a similar measure in the last Congress. Due to the lateness of the session no action was taken on the bill. On April 4 and 5 of this year, I chaired hearings of the Education Subcommittee on reading programs and what steps can be taken to eliminate illiteracy in our country. I believe that the testimony of the witnesses who appeared before the

subcommittee has made a substantial contribution to strengthening the provisions of the National Reading Improvement Act of 1973.

The revised bill would:

Authorize the Commissioner of Education to contract with the States to develop improved reading programs and to encourage the establishment and expansion of improved reading programs for adults.

Authorize funds for the training and retraining of instructional personnel in reading programs and for the acquisition of instructional materials.

Direct local educational agencies participating in subcontracts with a State to establish special reading programs for those children not succeeding in regular school programs, to ensure nonpublic schoolchildren participation, to periodically test children and to make public the results of those test scores.

Authorize the Commissioner to contract with institutions of higher education to strengthen and improve undergraduate programs in the teaching of reading and to develop cooperative programs with local education agencies.

Establish within the Office of Education an Office for the Improvement of Reading which would be responsible for administering the programs provided for in this bill and for coordinating them with the other office and agency programs dealing with instruction in reading.

Direct the National Institute of Education to conduct research on the use of educational technology in reading programs.

Authorize an additional $50 million for the Adult Education Act, with directions to give priority in programs conducted under this act to those for functionally illiterate adults.

Authorize $2.5 million for State accrediting agencies to upgrade their certification requirements for reading teachers.

Mr. President, I hope that this legislation will receive thorough review from Congress, from organizations representing educators and parents, and from all interested parties. Only with this kind of concerted national effort can we build a strong reading program on a national level which will effectively meet the needs of both children and adults.

I ask unanimous consent that the text of the National Reading Improvement Act of 1973 and a section-by-section analysis may be printed at this point in the Record.

93D CONGRESS
1ST SESSION

S. 2069

IN THE SENATE OF THE UNITED STATES

JUNE 26 (legislative day, JUNE 25), 1973

Mr. EAGLETON introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL

To improve national reading skills.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "National Reading Improvement Act of 1973".

SEC. 2. The Elementary and Secondary Education Act of 1965 is amended by redesignating title VIII and references thereto as title X, by renumbering sections 801, 805, 805, 807, 808, 809, 810, and 811, and references thereto as sections 1001 through 1008, respectively, and by inserting after title VII thereof the following new title:

"TITLE VIII—READING IMPROVEMENT PROGRAMS

"SEC. 801. It is the purpose of this title—

"(1) to provide for the strengthening of reading instruction programs in the school systems in the Nation;

"(2) to provide financial assistance for the development and enhancement of necessary skills of instructional and other educational staff for reading programs; and

"(3) to develop a means by which measurable objectives for reading programs can be established and a means by which progress toward such objectives may be assessed.

"STATE READING IMPROVEMENT CONTRACTS

"SEC. 802. (a) The Commissioner shall, in accordance with the provisions of this section contract with the States in order to encourage and assist elementary and secondary school systems—

"(1) in planning, developing, and operating improved reading programs;

"(2) in identifying exemplary reading programs in the schools of the States and encouraging and assisting the replication of such programs in other schools;

"(3) in encouraging the establishment and expan-

sion of improved reading programs designed to eliminate illiteracy among adults; and

"(4) in training instructional and other education staff including teacher-aides or other ancillary education personnel and in the acquisition of instructional and related materials, books, periodicals, supplies, and equipment.

"(b) For the purpose of assisting the States under contracts entered into under this section, there are authorized to be appropriated $100,000,000 for the fiscal year ending June 30, 1974, $200,000,000 for the fiscal year ending June 30, 1975, and $250,000,000 for the fiscal year ending June 30, 1976.

"(c) (1) The Commissioner shall allot to each State an amount which bears the same ratio to the total amount appropriated as the school-age population with reading deficiencies of such State bears to the total school-age population with reading deficiencies in all the States.

"(2) The Commissioner shall, by regulation, establish standards for identifying the school-age population with reading deficiencies in each State, which shall include designation of approved methods of selecting and testing a representative sample of the school-age population in each State in order to make such determination.

"(3) Whenever the Commissioner determines that any amount allotted to a State for a fiscal year under this section will not be used by such State for carrying out the purpose for which the allotment was made, he shall make such amount available for carrying out such purpose to one or more other States to the extent he determines such other States will be able to use such additional amount for carrying out such purpose. Any amount made available to a State from an appropriation for a fiscal year pursuant to the preceding sentence shall, for the purposes of this section, be regarded as part of such State's allotment (as determined under the preceding provisions of this section) for such year.

"(d) Each contract entered into under this section shall contain assurances that—

"(1) a single State agency, designated by the Governor, shall be the agency responsible for the execution of the contract and the operation of the programs conducted thereunder;

"(2) payments under the contract shall be used to plan for and develop a State reading improvement program, giving consideration to the requirements of subsection (f) with respect to contracts with local educational agencies; and

"(3) payments under the contract shall be used to comply with such other requirements as the Commis-

sioner may establish by regulation in order to achieve the purposes of this title and to protect the financial interests of the United States.

"(e) The State agency shall—

"(1) prepare a ten-year plan, in such detail as the Commissioner may require, specifying the goals of the program designed to eliminate illiteracy and overcome reading deficiencies to be conducted with the assistance of funds provided under this title, and the means to be employed by State and local educational agencies to achieve such goals;

"(2) identify those elementary and secondary school children with reading deficiencies and give highest priority to those local educational agencies with the highest concentration of school-age population with reading deficiencies; and

"(3) provide assurance that Federal funds made available under this title for any fiscal year will be so used as to supplement and, to the extent practical, increase the amount of State and local school funds that would in the absence of such Federal funds be made available for reading programs, and in no case supplant such State and local funds.

"(f) The State agency shall enter into subcontracts with local educational agencies for the purpose of establishing

comprehensive reading programs at the local level to implement the State plan, consistent with the purposes of this title. Each application for a subcontract under this subsection shall contain assurances that the local educational agency will, at a minimum, provide for—

"(1) identification of elementary and secondary school children with reading deficiencies;

"(2) planning for and establishing comprehensive reading programs;

"(3) remedial reading instruction for pupils whose reading achievement is less than that which would normally be expected for pupils of comparable ages and in comparable grades of school;

"(4) preservice training programs for teaching personnel including teacher-aides and other ancillary educational personnel, and inservice training and development programs designed to enable such persons to improve their ability to teach students to read;

"(5) participation of the entire school faculty and student body in reading-related activities which stimulate an interest in reading and are conducive to the improvement of reading skills;

"(6) parent participation in development and implementation of the program;

"(7) periodic testing on a sufficiently frequent basis to accurately measure reading achievement;

"(8) publication of test results on reading achievement by school district and by grade level without identification of achievement of individual children;

"(9) availability of test results on reading achievement on an individual basis to parents or guardians of any child being so tested;

"(10) participation on an equitable basis by children enrolled in nonprofit private elementary and secondary schools in the area to be served (after consultation with the appropriate private school officials) to an extent consistent with the number of such children whose educational needs are of the kind the program is intended to meet;

"(11) making available reading instruction programs, including Outreach, to persons who are not in regular attendance at such schools but who lack basic reading skills sufficient to enable them to achieve at least functional literacy;

"(12) the use of bilingual education methods and techniques to the extent consistent with the number of school-age children or adults (as the case may be) in

the area served by a reading program who are of limited English-speaking ability;

"(13) optimum use of the cultural and educational resources of the area to be served, including institutions of higher education, nonprofit private schools, public and private nonprofit agencies such as libraries, museums, educational radio and television, and other cultural and education resources of the community; and

"(14) such other components as may be agreed upon by the Commissioner and the State.

"(g) Each contract entered into under this section shall be for a maximum period of three years and such contracts shall not be renewed unless measurable progress toward the goal of eliminating illiteracy has been demonstrated.

"(h) Terms and conditions of any contract entered into under this section shall be specifically enforceable in an action brought by the United States.

"(i) The Commissioner is authorized to make incentive awards to local educational agencies which he determines, in accordance with criteria and procedures established by regulation, to have demonstrated exceptional achievement in improving reading levels of school-age children or in eliminating illiteracy through reading programs conducted pursuant to this section. There is authorized to be appropriated for the purposes of this subsection for any fiscal year an amount

equal to 25 per centum of the sums appropriated for such fiscal year for the purposes of subsection (b) of this section.

"GRANTS FOR INSTITUTIONS OF HIGHER EDUCATION

"SEC. 803. (a) There is hereby authorized to be appropriated $50,000,000 for the fiscal year ending June 30, 1974, $60,000,000 for the fiscal year ending June 30, 1975, and $65,000,000 for the fiscal year ending June 30, 1976, for the purposes of this section.

"(b) The Commissioner is authorized to make grants to institutions of higher education, or combinations of such institutions, upon application therefor, to assist such institution or institutions—

"(1) in planning and implementing programs to strengthen and improve undergraduate instruction in the teaching of reading, including inservice training programs; and

"(2) in planning, developing, and implementing cooperative programs with local educational agencies which show promise as effective measures for solving reading problems.

"ESTABLISHMENT OF THE OFFICE FOR THE IMPROVEMENT OF READING PROGRAMS

"SEC. 804. (a) There is established in the Office of Education an Office for the Improvement of Reading Programs which shall be responsible for—

"(1) the administrtation of the programs authorized by this title; and

"(2) the coordination of education programs as provided in the following subsection.

"(b) The Commissioner is authorized, in accordance with the criteria and procedures established by regulation, to facilitate, at the local level, coordination of the furnishing of services under—

"(1) titles I, II, III, and V of the Elementary and Secondary Education Act of 1965;

"(2) section 222(a) of the Economic Opportunity Act of 1964;

"(3) the Adult Education Act;

"(4) the Emergency School Assistance Act; and

"(5) the Higher Education Act of 1965,

which are related to the purposes of this title.

EDUCATION TECHNOLOGY IN READING PROGRAMS

"SEC. 805. The National Institute of Education shall conduct research on, and support research, demonstration, and pilot projects related to, the use of educational technology in reading programs. To carry out the purpose of this section there is authorized to be appropriated to the National Institute of Education $5,000,000 which shall remain available for obligation and expenditure until expended.

"STRENGTHENING ADULT EDUCATION READING PROGRAMS

"SEC. 806. (a) Clause (8) of section 306(a) of the Adult Education Act is amended to read as follows:

"'(8) provide that, unless such needs can be shown to have been met, priority shall be given to programs and projects designed to meet the needs of adults who are not functionally literate.'

"(b) Section 312(a) of the Adult Education Act is amended by adding at the end thereof the following new sentence: 'There are authorized to be appropriated $275,000,000 for each of the fiscal years ending June 30, 1974, June 30, 1975, and June 30, 1976.'

"STATE CERTIFICATION AGENCIES

"SEC. 807. (a) There are authorized to be appropriated $2,500,000 for each of the fiscal years ending June 30, 1974, June 30, 1975, and June 30, 1976 to carry out the purpose of this section.

"(b) The Commissioner shall carry out a program for making grants to State agencies responsible for certifying elementary and secondary education teachers to upgrade reading certification requirements in the State to better prepare those teachers to teach reading.

"(c) For the purpose of carrying out the provisions of this section more effectively, the Commissioner is authorized,

upon request, to provide advice, counsel, and technical assistance to State accrediting agencies.

"READING IMPROVEMENT PROGRAM REPORT

"SEC. 808. No later than November 1 of each calendar year, the Commissioner shall transmit to the Committee on Labor and Public Welfare of the Senate, and the Committee on Education and Labor of the House of Representatives, a report on activities carried on pursuant to this title evaluating program objectives, assignments of responsibility, levels of support, results and levels of performance, and an estimated budget for the succeeding fiscal year."

95-742 O - 73 - 4

THE NATIONAL READING IMPROVEMENT ACT OF 1973

SECTION-BY-SECTION ANALYSIS

Section 1: Short Title: Provides that the Act be cited as "The National Reading Improvement Act of 1973".

SEC. 2: Redesignates title VIII of the Elementary and Secondary Education Act of 1965 as title X, and adds a new title VIII relating to strengthening reading programs.

SEC. 801: States three objectives of the bill, which generally place added emphasis on the need for comprehensive reading programs.

SEC. 802: Contracts authorized, authorizations, State and local educational agency requirements. The Commissioner of Education is authorized to contract with the States to develop improved reading programs in elementary and secondary schools. $100 million is authorized for fiscal year 1974, $280 million for fiscal year 1975, and $250 million for fiscal year 1976. State allotments are made on the basis of the number of school-age children with reading deficiencies, as determined through testing. Local educational agencies must apply to the State agency for sub-contracts to implement reading programs at the local level. Local schools participating in sub-contracts must meet specific requirements, such as special reading programs for those children not succeeding in a regular reading program, ensuring non-public school children participation, and periodic testing of reading achievement and publication of those test results. The Commissioner is also authorized to make incentive awards to those schools which have demonstrated substantial progress in eliminating illiteracy.

Section 803: Authorizes the Commissioner to contract with institutions of higher education to upgrade their undergraduate programs in the teaching of reading and to develop cooperative programs with local school districts to strengthen reading programs.

Section 804: Authorizes an Office for the Improvement of Reading Programs in the Office of Education which is responsible for the administration of this program and the coordination of other federal reading programs.

Section 805: $5 million is authorized for the National Institute of Education to conduct research on the use of educational technology in reading programs.

Section 806: The Adult Education Act is amended to give priority to programs for functionally illiterate adults. The authorization for Adult Education is increased by $50 million to achieve this purpose.

Section 807: Authorizes $2.5 million for each of the next three fiscal years to assist State accrediting agencies to upgrade their requirements for teacher certification.

Section 808: Requires the Commissioner of Education to submit an annual report on the program to the appropriate Committees of Congress.

PREPARED STATEMENT OF HON. PETER H. DOMINICK, A U.S. SENATOR FROM THE STATE OF COLORADO

Mr. Chairman, with an estimate of 7 million elementary and secondary children in severe need of special reading assistance, it is clearly time to apply a tourniquet to this problem.

Out of a very deep concern over this, I have joined with Senator Beall in sponsoring the Elementary School Reading Emphasis Act (S. 1318). This legislation focuses on children in the earliest stages—grades 1–3—of their educational experience in an attempt to prevent reading difficulties from developing. For children in grades 3 through 6, who are reading at below appropriate grade levels, this legislation concentrates professional reading attention to correct the deficiency. Of great significance in this bill is a provision for improving a teacher's ability to impart reading skills.

While aimed at prevention, the bill structures remedies for correction of reading difficulties in its earliest stage. Without mastering reading, education is an exercise in failure and frustration. The Elementary School Reading Emphasis Act is an important and necessary effort at eliminating the biggest hurdle to acquiring an education.

PREPARED STATEMENT OF HON. EDWARD M. KENNEDY, A U.S. SENATOR FROM THE STATE OF MASSACHUSETTS

Mr. Chairman, I want to briefly express my firm belief that the hearings now beginning are considering the most critical educational issue before the nation. You have taken the leadership in this area through your introduction of the National Reading Improvement Act of 1972 and in scheduling these hearings. I have been exploring the possibility of legislation in this area as well and will work closely with you in its development.

Three hundred and twenty-five years ago, the Commonwealth of Massachusetts mandated the establishment of the first public schools in this country and ordered those schools "to teach such children as shall report * * * to write and read. * * *"

Today when the President can travel to Peking and Moscow, when 15 astronauts have traveled to the Moon and back, when submarines can cruise for weeks on end beneath the seas—18½ million adults cannot read the morning newspaper.

These men and women represent the failure of an educational system that prides itself as being the best in the world and which spends more tax dollars on education than the rest of the world combined. Yet we have not managed to give these Americans the tools to cope with society.

A Louis Harris poll reported that 11 million Americans could not read well enough to obtain a driver's license. Fourteen million could not read well enough to qualify for a bank loan and 10 million would have difficulty in qualifying for social security.

And the costs to our society of this failure are written across the welfare rolls and the prison logs and the unemployment lists of the Nation's cities. Studies reveal that more than half of the welfare recipients in Chicago cannot read. In New Jersey, more than half of the prison inmates cannot read. And in our major cities, more than half of the young people under 21 who are jobless cannot read.

Nor is the problem at an end. For each year, our schools are sending hundreds of thousands of young men and women into the competitive market without the ability to read or write. And today one quarter of our school children, in the ghettoes and in the modern schools of suburbia as well, have serious reading disabilities, according to former U.S. Commissioner of Education, Dr. James E. Allen.

Yet, the action of Government to remedy this crisis has been half-hearted and listless. It is as if our unwillingness to admit the degree of reading problems in the past has been matched by our unwillingness to commit the necessary resources in the present to remedy the problem.

The first admission by a leading educator of the state of the Nation's reading came in 1969. Commissioner Allen admitted the extent of the reading crisis and set for the Nation the target for the decade—education's "race to the Moon." He called for 90 percent of all Americans more than 16 years old and 99 percent under 16, to be able to read well enough to function as adults by 1980.

The goal was right but the resources placed at the disposal of the right-to-read effort have been virtually nonexistent. President Nixon in his message to Congress on education promised $200 million for "right to read"; but like so many other promises, that one remains unfulfilled.

Instead, the budget requests show $1.5 million in fiscal year 1971; $1.75 million in fiscal year 1972; and $12 million in fiscal year 1973. This year, despite the toll taken by inflation, the President's budget proposes keep "right to read" at the same inadequate level of $12 million. The $200 million promise has disappeared with the press release that announced it.

After the total failure of the first few years and the questionable use of funds by the National Reading Council, the recent efforts of Dr. Ruth Holloway and the "right to read" staff have been welcome innovations. But they are handcuffed by a budget that prevents any but the wildest dreamer to believe that the Moon can be reached by 1980 or beyond. At the rate of funding planned by this administration, we will still be deploring the fact that our children cannot read at the end of the century.

Now is the time for us to rewrite our priorities. Now is the time to undertake a race to national literacy that has a chance of succeeding. For the right-to-read remains fundamental to the strength and future of our society.

First, there must be a nationwide analysis of what was done in the host of pilot projects undertaken during the 1960's to improve reading.

Second, there must be a nationwide evaluation of the reading abilities of students, school-by-school, and of the instructional capabilities for teaching reading in each school. This must include better tests for functional literacy that relate not only to the suburb but to the barrio, the reservation and the ghetto.

Third, there must be a host of working programs developed for use in every school in the Nation with reading problems, with the responsibility for carrying out locally planned programs centered on the chief school administrator. Parents must have an equal chance to participate in the development of these plans.

Fourth, there must be a national survey of the adult community with functional testing to discover where the right to read can be most effective. Unions and management must become part of this process and greater efforts must be made to provide adult literacy packages in the plants, and in the communities. Federal assistance also must be made available to share in the cost of these programs.

Fifth, there must be an honest appraisal by the Office of Education and the National Institute of Education of the level of competence at our universities in training students to teach reading.

Too many teachers have more units in physical education when they receive their teaching degrees than they do in teaching reading.

Finally, Federal assistance must be provided at a beginning level of at least the $200 million per year promised by the President 20 times the level of commitment today. And there must be accountability built into the funding scheme so that school districts which move to meet the program criteria successfully are rewarded in subsequent years with additional resources to expand their programs. These funds also must be coordinated with other resources within the Office of Education so that a school's Federal grants are used to support and build on one another.

These are the major elements in bringing us to the launching stage in a challenge that is equally important to the one set out for the Nation over a decade ago. And I have faith that we have the genius

and the resources and the will to travel a distance equally as great as the trip to the Moon—the distance from illiteracy to literacy.

Senator EAGLETON. Dr. Burnett.

STATEMENT OF PROF. RICHARD BURNETT, DIRECTOR OF READING CLINIC, SCHOOL OF EDUCATION, UNIVERSITY OF MISSOURI, ST. LOUIS, AND PROF. ANTHONY MANZO, SUPERVISOR, IMPROVEMENT OF LEARNING PROGRAM, UNIVERSITY OF MISSOURI, KANSAS CITY

Dr. BURNETT. Thank you. Dr. Anthony Manzo and I are here to speak in favor of the legislation as proposed earlier.

Senator EAGLETON. By earlier, you mean the bill introduced last year?

Dr. BURNETT. Right; by the bill proposed by you.

Senator EAGLETON. S. 3839 in the 92d Congress.

Dr. BURNETT. My name is Richard W. Burnett. As part of my job as professor of education at the University of Missouri, St. Louis, I serve as director of the reading center which involves a cooperative university and school district project offering diagnostic and remedial services for children and adolescents. The primary objective in the reading center, however, is not the service, but the training of reading specialists and classroom teachers to be better reading teachers. I might add, although the University of Missouri, St. Louis, is a relatively new institution, and the reading center has functioned only since 1966, key persons in reading programs in nearly every school district within the St. Louis area have had training in the cooperative program. Certainly in my professional capacity, I am here to answer any questions I can which members of this subcommittee care to ask. If I may, in my very brief statement, I would like to convey some personal experiences and observations that relate to this proposed legislation.

My first teaching experience was that of an English teacher in a junior high school setting in Indianapolis in 1956. It was while teaching seventh grade English classes to pupils who today would be euphemistically called disadvantaged, pupils who were functioning in reading below a fourth grade level, that I became aware of the extreme importance reading ability plays in any academic or vocational endeavor.

At that point in my background I could only recognize that a serious problem existed, but was untrained to really analyze the reading of my pupils or to know what to do about this deficit. Thanks to the Korean war veterans benefits I was able to pursue a doctorate in educational psychology at Indiana University. There I worked in the reading clinic under people who had played a big part in helping returning World War II veterans, years before, to successfully make the adjustment to university campuses and achieve records of unusual success in higher education.

I found out at firsthand that reading and study improvement training of relatively brief duration, in many instances, can lead to improved reading performance, even for adults.

In 1961 after receiving a degree from Indiana, I joined the faculty at Northern Illinois University, and worked in the reading clinic

there before moving to my present position in St. Louis. I have been involved as a supervisor in or as a director of a summer remedial program for children every summer since 1959. I am unequivocally convinced that in this country we have the technology and know-how to teach any individual to read at functional literacy level.

Senator EAGLETON. What is the difference between illiteracy and functional illiteracy or is there a difference? In my own statement I referred to how many people are illiterate, and so forth, and could not read at all and that x million or 20 million read so poorly they are classified as functionally illiterate.

Dr. BURNETT. There is a gray area. Literacy is something that is relative to the need we have for reading. And there is an area where—well if I may go on, I think I can develop the point a little bit.

What do I mean by functional literacy? An interesting and very appropriate definition recently developed by the Illinois Right-to-Read Committee is that functional literacy is the ability to read at a level required to feed, clothe, support, house, transport, and maintain oneself with the necessities of life, without danger of discrimination, exploitation or physical harm, resulting from a lack of reading skill.

Such esoteric definitions can be translated into public school grade level approximations. But we have to be alert to the fact that functional literacy is a relative concept, that is, as the general literacy level of the Nation's population goes up, so also does the level of writing in our newspapers and n agazines, for example. As higher levels of technical know-how are required in those vocations that are open to job seekers, so also does the level of literacy called upon to train and conduct oneself in these occuptions.

Senator EAGLETON. One could be a functional illiterate to be a computer programer.

Dr. BURNETT. Correct.

Senator EAGLETON. Yet, he would be functionally literate to be a gas station attendant.

Dr. BURNETT. Exactly. If we are going to look at this in vocational terms or occupational classifications.

Now one extensive research study published in 1972 suggests that a seventh to eighth grade reading ability is essential to offer a reasonable chance of success for a short order cook. About an 8th to 9th grade reading level to be a general mechanic and about 9th to 10 grade reading level for a toolroom or parts clerk. This was a research study published in the spring of 1972 Reading Research Quarterly, Thomas G. Sticht, et al.

These levels that I just reported contrast with the 1940's assumption that an end of fourth grade reading level, that is a grade equivalent of fifth grade level, was an acceptable minimal literacy level.

Why are there so many that are not reading as well as they should in today's society——

Senator BEALL. Excuse me. Does that mean we were teaching reading better in 1940 than we are today or have we changed the standards? Is the 4th grade level of 1940 equal to 10th grade level today or have we just refined our scale since 1940?

Dr. BURNETT. No, the scale is going up. When we talk in norms, that is, grade equivalent norms on standardized tests, we are talking about median scores at grade level, so in point of fact, as our facility

in teaching reading goes up in this country, the norms are going up.

Senator BEALL. That is not the point I am making. Did we do a beter job in teaching people to read in 1940 than we are doing today?

Dr. BURNETT. No, sir.

Senator BEALL. Those that had the opportunity of being taught?

Dr. BURNETT. No. I think the other way of looking at that data is to suggest that there are fewer occupations open requiring the lower levels of literacy today than there were in 1940.

Senator BEALL. You are satisfied that of the people who are being taught today that we are doing a better job of teaching those to read than we did to teach those people in 1940 that were able to be taught?

Dr. BURNETT. I am convinced of that. We are talking big numbers. It is one thing to talk means or averages, but another thing when we talk total population.

In response to the question why are there so many people that are not reading as well as they should in today's society, there are various reasons of course. But the major one, as I see it, is that the heaviest emphasis on teaching mechanical skills of reading is in the first three grades of our schools. There are two unfortunate conditions related to this early stress on reading instructions.

The first is that a large number of children, even in our affluent middle class neighborhoods, are developmentally unready or incapable of responding to the instruction. And second, the schools past the primary grades, because of their rigid factory assembly-line mode of operation geared to group instruction, are generally unprepared to provide rational instructional programs for those children above the primary grades who are achieving in reading much below the grade level norms for their particular grade.

In recent years the trend has been to utilize remedial reading teachers for at least part of their time as resource persons working with classroom teachers to insure that classroom group instructional efforts are realistically geared to the needs of the broad range of readers at each grade level. Personally, I believe that considerable headway has been made in these efforts in the last 10 years, especially in the areas of developing instructional materials and program strategies to provide for broad ranges of reading ability within classroom settings.

I might add parenthetically that my bias is that much of this gain in teaching reading skills is a spin-off advantage that comes from title I funding, aimed at improving programs for disadvantaged children. However, there are still thousands of classrooms as yet untouched by these recent developments. The very positive features as I see them in the proposed National Reading Improvement legislation are, first of all, the provision to pull together and coordinate the various disparate efforts to influence reading instruction in and out of the schools, and, second, the allocating of sufficient funds to insure that special reading programs are available throughout the grades and beyond, thus reducing the terrible pressures that currently exist, which demand that teachers push children too hard in reading at an early age for fear that there will be no reading instruction available to them at points up the line.

Senator DOMINICK. Dr. Burnett, let me interrupt you for just a minute. I have a lot of trouble understanding why the teacher having a group of 5- and 6-year olds is unable to teach them how to read,

unless we are going to the national picture method of instruction where the children are shown a picture of a rat and learn by sight that that is a rat, and the child does not know how to spell it or read phonetically.

I have trouble with my own son. He recognizes a stop sign by shape rather than by word. What is going on in the schools? Are they still doing that type of teaching?

Senator Beall and I put in this reading program legislation but I simply do not understand why you cannot teach a child who is bright and alert to read.

Dr. BURNETT. The point is that we can start reading instruction with these children, but they do not all respond in the same way, whatever program we are talking about. Any approach to the teaching of reading will leave some bright alert children behind the group norm. That is not to say there is anything defective about these children. We are talking about normal developmental differences, maturation lags in some instances.

Senator DOMINICK. I am not talking about mirror reading or disability problems. I am talking about an ordinary child. Granted some children are going to read slower than others. But having gone to several types of schools, I do not remember any of my classmates not being able to read. How do we graduate them at all?

Dr. BURNETT. I do not know what type of school you went to——

Senator DOMINICK. Public and private.

Dr. BURNETT. Part of it, I think, is our perception as students when we look back at our own backgrounds. We might not have been aware of the degree of reading problem that some of our fellow students had. In point of fact, I do not believe you could go into any middle class neighborhood and not find at least 10 or 15 percent of the male population who were not reading well behind the level we might expect them to read in terms of norms. We are talking about norms. There is not any reading situation in which that would not be true.

Dr. MANZO. If I may, I would like to add to that that teachers have not been successfully and effectively trained to do the job that we know they can do. While we have the capacity to train teachers to operate successfully, we simply have not had the funds or the commitment from the community to do so, thus the routine failure of many children simply, for poor instruction.

That is why both of us would support either of the two pieces of legislation under consideration—given a broadening of the Beall-Dominick bill. There simply has not been a concern at the national level to make a priority of this matter.

Senator DOMINICK. The chairman said in his opening statement that there were kids graduating from junior high school who could not read. How can they get through high school without learning how to read, how can they possibly get through? Why are they put up a grade? No wonder they talk about the lack of relevancy in education, if we have that kind of advancement system in the country.

Dr. MANZO. Sir, there are many possible explanations for this state of affairs. For one we have no effective remedial programs, nor do we have any concern or programs for children who we would leave back on grade level. All current research indicates that leaving children on grade not only fails to help them, but sets them into a regres-

sive pattern, making them much worse in some cases than had they been pushed ahead.

Senator DOMINICK. If you get rough enough, they can read standing on their head.

Dr. MANZO. Yes, sir, I can see well what you are suggesting by the term "rough enough," you mean if we were prepared to bring some semblance of discipline and rigor to instruction that we could counter some of the failure. Trouble is, the reality of one teacher standing before 25 or 45 children is often so debilitating, that the teacher has not the forcefulness to sustain discipline, rigor and instruction; the teacher is producer, director and major actor in an extemporaneous scenario. With particular reference to the higher rates of failure in the inner city——

We act as if we believe it is possible for a teacher to go into an urban community with the pluralistic compound of people and problems reflected in every classroom, stand before them for 6 hours a day and be as effective as she would in a middle class suburban community.

The irony is that much of the deficiencies, intransigence and general difficulty in working with teachers in urban settings is that they too have been led to believe that this is possible. I swear to you it isn't. No one can routinely withstand the energy requirements and the ego assault of 5 periods a day of teaching in the inner city * * * least nobody I've ever met.

Senator BEALL. On the point Senator Dominick just made, when I introduced my bill, I pointed out I read a UPI story that came out of California, indicating a student was suing the San Francisco school district and State of California for $1 million because they had failed to teach him to read and they graduated him without having taught him to read.

I think this illustrates the point you are making that it is happening. I don't know what kind of reaction we will get to the suit, but it seems to me that this suit does underscore the problem and the public's frustrations with the situation where schools declare someone proficient by giving him the cosmetic appearance of proficiency through a diploma, and yet they have not really prepared him for anything because he did not know how to read.

Dr. BURNETT. If they win that suit, we will see some accountability in the schools perhaps that we have not seen before.

I would like to introduce Dr. Anthony Manzo at this time to make some prepared remarks. Dr. Manzo is an associate professor of education at the University of Missouri, Kansas City, and supervisor of college and adult improvement of learning programs.

Senator EAGLETON. Before we hear from Dr. Manzo, I would like to put in the record at an earlier juncture along with the statement of Senator Kennedy and Beall and myself, a statement by Senator Dominick.

On the point that Senator Dominick was inquiring about, is it not true that reading, as a subject matter as it were, is pretty much concentrated in the first four grades of primary education? After that, a student in the seventh grade, say, is not really taught reading qua reading; is he?

Dr. MANZO. No, he is not.

Senator EAGLETON. When that student gets to freshman or sophomore, in some instances it is erroneously assumed, but it is an assumption that the student has acceptable reading skills for that grade level.

Dr. MANZO. Yes, sir.

Senator EAGLETON. To read history or to read the mathematics course, algebra course or what have you, right?

Dr. MANZO. Right.

Senator EAGLETON. And then a second point, I am not apologizing for deficiency, I am just trying to account for it, could you describe, either one of you—what sort of reading training for teachers is now given at your respective branches at Missouri University? What kind of special instruction is given to teachers in reading?

Dr. MANZO. Requirements for people in elementary and secondary education until recently have been nil. Now I believe the requirement at the secondary level, only for English teachers mind you, is one three-credit course. Reading specialists in the State, however, are certified with, I believe, 18 credit-hours.

Senator EAGLETON. You said for regular teachers at the secondary level.

Dr. MANZO. No sir, only for English teachers at the secondary level.

Senator EAGLETON. What about the primary level?

Dr. MANZO. I believe Dr. Burnett can speak to that.

Senator EAGLETON. That is where reading is taught.

Dr. BURNETT. Requirement for preservice teachers are just a three-credit course in methods of teaching reading in the elementary school.

Senator EAGLETON. In your opinion is that adequate?

Dr. BURNETT. No, sir, not in my opinion.

Senator EAGLETON. Would that be pretty standard throughout the Nation, some States a little more, some a little less, but basically about a three-credit course in reading techniques is all the typical primary schoolteacher is required to have?

Dr. BURNETT. My guess is, at the present time, that is somewhat above the average for the country.

Dr. MANZO. Which is to say there are many States where there is absolutely no requirement.

Senator DOMINICK. There is a chart in the Record on page S 5374, which is along the lines you are saying, might be worthwhile putting in, March 22, 1973, showing certification requirements and method of reading instruction for public schoolteachers in selected States. I hesitate to say so, but in Colorado for regular elementary schoolteachers, there is no number of course hours per credit, there are no types of courses, there is no percent of meeting present requirements, there are no changes in the last 5 years, there is no number of course hours, and reading specialists at the elementary school level do not have to take any special courses at all.

Senator EAGLETON. To be a reading specialist.

Senator BEALL. I am familiar with that chart, and there is some more information that we have asked the Library of Congress for, accumulative more detail with regard to other States. But there is a study done by the Educational Testing Service in Berkeley, Calif., information base for reading. They observed in 1960 as in 1970 the most frequent requirements of regular elementary teacher or secondary teacher was one course in reading.

Senator DOMINICK. Mr. Chairman, I suggest this chart be put in the record.

Senator EAGLETON. The chart described by Senator Dominick will be placed in the record at this point.

[The chart referred to may be found on p. 28 in Senator Beall's statement upon introduction of S. 1318 on the floor of the Senate.]

Dr. MANZO. I would add to Senator Dominick's remarks about Colorado, that it serves as an example of a State that has the potential to develop a strong program at the masters and postmasters level in reading, but has failed to do so simply for lack of financial support. The State now has, at least in my opinion, several of the best people in the country, in the area of reading—Drs. Brown and Gallo, for example—but they have been stymied in their efforts to get support for masters and postmasters programs. So you are without a capacity to develop more people at the postmasters level, and therefore diminished overall in your ability to do extensive teacher training.

Senator BEALL. Did you say without the capacity to develop?

Dr. MANZO. No, sir. You have potential, but the capacity is quite latent.

Senator BEALL. I think what you are saying is the reading—reading training is best done by reading specialists.

Dr. MANZO. Yes, sir.

Senator BEALL. We train people in art who are going to teach art, we train people in music who are going to teach music. We train people in physical education who are going to teach physical education. But we do not give adequate training to those who will teach reading.

It seems to me that educational TV networks set up across the country can be of great assistance in assisting teachers to acquire additional reading skills. In our bill we go into that and offer Federal funds for the development of course or courses in the teaching of reading.

Dr. MANZO. I read that, and was impressed with the whole notion. I would caution you, however, to look into some recent efforts to develop such TV packages. They have resulted in responses by students, such as, this is a terribly hostile program because it implicitly says that everything that one needs to know is canned in this packaged form, and the student need only incorporate it. If there is not along with the TV package opportunity to interact with specialists—which we now have relatively a few of—there can be very little impact from just a TV program.

Senator BEALL. Our program is designed for the teachers more than the student.

But I would assume they would interact with each other, otherwise it would not be very successful

Dr. MANZO. When I said students, I meant student-teachers.

Senator EAGLETON. Neither of you are suggesting that the only people who would be qualified to teach reading would be reading specialists?

Dr. MANZO. No, sir.

Senator EAGLETON. A well-trained classroom teacher who gets his degree from State Teachers College or Missouri University or whatever, ought to have as part of his or her background curriculum training to teach a course in reading at the primary level.

Dr. MANZO. More than that, I think it is reasonable to suppose that we can easily and effectively take not only classroom teachers, but librarians, counselors, and other support personnel and show them how they can make explicit contributions to the reading effort in the school and in the community.

If you will permit me to forego reading a prepared statement, I can fill you in on some of these things randomly, if you wish.

Senator EAGLETON. If you have a prepared statement you can submit it for the record.

Dr. MANZO. With your permission I will rewrite it or completely disregard it depending on what we say here.

Because of the presence here of librarians, today, I would like to mention something they may wish to note which I alluded to a moment ago.

In Kansas City we held a meeting of librarians from a 10-State region which was supported, with just a few hundred dollars by the right-to-read council. With the cooperation of our UMKC reading staff, four of us were able to develop a monograph in which we explained in detail at least a half dozen ways in which community libraries and school libraries could make an important contribution to the reading effort in the community and in the schools.

Some of those recommendations are quite different from what you might expect, and, if I may project, Senator Dominick, that you might possibly object to. They were not recommendations to explicitly educate in the sense that a library paid instructor would sit down with a student, but rather efforts to help students by having the books prepared in such a fashion as to accommodate the varied reading levels of a broadened population of readers. This in the fond hope that by making such accommodation, and adjustment, that we can help learners to develop an approach—approach attitude toward learning and school and books and such.

Implicit in this observation is the suggestion to you that if we are going to have any form of legislation to attempt to deal with reading problems, that you invite such proposals to include an array of different ways to cope with the problem other than simply through more explicit instruction.

Just for example, many manuals are required as a matter of course for citizens. They are expected to absorb them, no matter the difficulty level of the material versus the ability of the reader—for example the driver's manual. There is no good reason why drivers' manuals have to be prepared by people who are born and raised in the bureaucracy of the motor vehicle bureau, and therefore filled with the jargon of that bureau—that same manual can be rewritten at about fourth or fifth grade reading level with controlled vocabulary and sentences and thereby more adequately fulfill the needs of citizens without respect to the fact that they might not be reading on the 11th or 12th grade reading level typically required to handle such materials.

Senator DOMINICK. You are not suggesting again that we put all the great books in the comic strips, are you?

Dr. MANZO. No, sir. Quite the contrary. As a matter of fact I find myself more and more often, especially in the inner city, saying just the opposite—at least with respect to content. Reading specialists have never advocated such things. What we have advocated has often been bastardized.

For example, in the area of American history we see American history books which have prostituted the very meaning of making materials both palatable and manageable. What the authors and publishers have misconstrued to mean is that they should serve up pure pap—things written not only with controlled vocabulary and reduced sentence lengths, but material which have been virtually gutted of all meaning and all significance, so that a student is reading some kind of diluted, inane version of what American history is all about. When he sits down with such, he is not, to use some contemporary language, turned off by it, but worse, apathetic because there is nothing to be turned on by. There is nothing requiring the level of mental energy need to mobilize to read better or to think critically. As a result, I find myself suggesting, to perhaps oversimplify this, that in the urban schools particularly, we need to give children not less information, that is more survey courses, but more information, more intensive study; things studied in microcosm—in depth to where you begin to get a feeling for the human behavior and the social dynamics which moved historical events. These are forces which are so compelling that even the poorest readers cannot resist being caught up in them. It is the study of self in a larger social context—and who doesn't want to know more about themselves.

Before concluding, may I add, Senator Eagleton, some coincidental observations for the committee's consideration with any legislation that may eventually come out of these hearings—just some random notions about things which have filtered through the experiences we have had with previously funded efforts.

I would first suggest to you that legal and financial commitment to this effort may in fact turn out to be the best money ever spent on civil rights. I do not think I need to elaborate on this, but merely to suggest that you remind other Senators of this when they are weighing appropriations. These funds can help grease the path toward a truly integrated community which now and in the near future will continue to be an impossible situation if we insist on integrating white, middle-class educated children with black, lower-class educated children. That is an unworkable arrangement. No matter who forces it or what conditions are tried to arrange to permit it, black children must be helped so that they can come to the social meetingplace with a sense of strength and power. And that comes primarily from academic competence, and that is what reading legislation can facilitate.

Second, I would suggest to you that when it comes time to select leadership for this effort that we try not again choose only core cultural people, or as dangerously, only counterculture people. Both tend to have vested interests, and worse, narrow views of objectives and of how programs ought to operate. I suppose I know how loaded is that consideration.

Finally, I would suggest to you that you give serious consideration to not centering power here in Washington for this national effort, but rather establish a half-dozen or so regional offices, which would have an opportunity to develop various strategies and objectives toward the same goal. Further, encourage these regional centers in their turn to be open to such tactics and efforts as are different from the preconceived strategem. School districts and universities within those regional centers are entitled to explore divergent paths to the same objectives.

These observations which perhaps may be a bit removed from the considerations that you have, are important considerations for us. They have been the things which have turned us sour on previous legislation which would have worked just a heck of a lot better if some of the machinery for the contribution of funds had been more seriously and carefully considered.

Senator EAGLETON. I have a couple questions for either of the witnesses who may care to answer. One of the more appealing aspects of reading legislation is that reading progress can be measured and thus the program lends itself to accountability. Could either of you give your opinion of what would be the most effective means of first assessing the reading program and then of measuring the success of that program?

Dr. BURNETT. I am committed, of course, to a concept that we must use normed tests to set our baseline data and to measure growth.

But in saying that, I recognize that there are all kinds of weaknesses in the types of instruments we have available, particularly in the way grade equivalent scores are sometimes interpreted. If I can just give a quick illustration—I happen to be the author of a reading test series that is normed at five levels, first grade through senior high school—it is possible for a boy who could only write his own name on the primary one test, the floor is 1.0—that is something that is lost sight of—when kinds come to school they are reading at first grade level, at the end of first grade they are reading at 2.0 level. You are spotted one for openers. This child might not be able to read at all. But on the first two levels of the test he starts out with a first grade reading level. On the test normed for intermediate grades, the lowest possible score is third grade level. On the test normed for junior-high-school-age children, the lowest grade equivalent possible is a fourth grade level, and at senior high school level of the test, the lowest grade equivalent is sixth grade level.

Now, these floor-level scores can be inflated by random guessing on multiple-choice tests; it would be possible for a boy to be in high school and score perhaps a seventh grade equivalent on a test and not be able to read preprimary materials.

There are devices built into these test instruments to catch such distortions immediately, but often these devices are not used and reading levels are reported for individuals based on inappropriate instruments. Now with this kind of qualification I have to go back and say, that for accountability purposes, however, we must use tests that have a normative basis.

Dr. MANZO. I would add to that that an important distinction needs to be made between such tests as will be used and can be used for such accountability ratings and such testing as needs to be done by teachers in order to plan instructional programs. It is this latter form of testing and the sophistication level which it requires that needs funding. There are many new procedures and considerations for which teachers must be trained. For example, we are now making important inroads in being able to characterize the learning styles of students, and therefore to select from our repertoire of learning techniques such instructional strategy as is appropriate to individual students.

None of this is currently taken into serious account by public schools. I would encourage you to consider support for that kind of thing.

Senator EAGLETON. Can you tell me from your experience what you believe to be the impact of the present "Right to Read" program administered by the Office of Education? I refer specifically to the $10 million allocated to that program. I am not referring to funds from other ESEA programs for reading, but specifically to the $10 million for the "Right to Read" program. What has been the impact of that program as you can detect?

Dr. MANZO. Well, if I may, I believe the impact of that money is best understood in terms of important spadework. I must admit that I was quite suspicious of the possible political motivations of the Nixon administration on "right to read." While my suspicions have not been completely allayed, in looking back over the effort and how it has evolved, I must admit that for both the office out of which that program is being operated, and I think for the administration that supported it, things have been learned that while those of us in the profession may have been able to say to them, would have meant terribly little had they not been experienced.

They have learned such things as we could never have spoken and even if we had known today, they could never have understood. So I believe that while "right to read" is a minor effort compared to what we need, it is an important first step. I think, now, Senator, forgiving my political naivete you have a platform from which to explode some very important programs presuming you and Senators Beall and Dominick could pull together.

Senator EAGLETON. Why do we need a separate "Right to Read" program or whatever be the label on it? Why is it not just satisfactory to go along with the reading programs in the funding of the Elementary and Secondary Act? I am asking this as the devil's advocate. What is achieved by the separate focus?

Dr. BURNETT. Well, we have a variety of programs now that tend to be pulling in different directions. I am not sure that even the findings of what is going on in one program are easily accessible to some of the other federally supported programs at the current time. Thus a coordinating activity would certainly help clarify that kind of thing.

Senator EAGLETON. You mean for teaching, training—is additional money needed for the training of teachers to be reading specialists?

Dr. MANZO. Yes, sir.

Senator EAGLETON. Or just the training of primary school teachers to teach reading?

Dr. MANZO. Both.

Senator EAGLETON. If we just left it up to ESEA, we would not be reaching the adult illiterate at all, would we?

Dr. MANZO. No, sir. Nor would we be reaching the college student who also has reading impairment.

Senator EAGLETON. So there are a series of reasons why it is just not good enough to let it all be contained within an elementary and secondary act. There are a series of reasons why there is a need for a second separate identifiable focus on reading impairment at all age levels, with multiplicity of problems?

Dr. MANZO. Yes, sir. One of the peculiar reasons—peculiar in the sense that you would not know it was there until you examined for it—for supporting a separate office is the fact that reading has served

traditionally as a very important entré into situations in which general educators and educational psychologists otherwise would not have been permitted.

We are frequently invited as reading specialists to come into public schools and to help them to resolve their reading problems. Once we arrive, we are able to use the reading vehicle to enhance our communications and to demonstrate that they may also need to be in consultation with professors of counseling, educational psychologists, and a whole array of such other personnel, to make schools more manageable in a host of ways.

This is true even of individual parents who will come to a reading clinic and say they have a child with a reading problem when what they mean is they have a child with complex problems they are not able to understand. Thus we are afforded a very important entré to which we otherwise would not have access.

Senator EAGLETON. I am told by staff that HUD had some reading programs, and Department of Labor has some reading programs. I am not sure what those programs are, but do you know of such programs in HUD or Labor?

Dr. BURNETT. Reading programs are tied to some of the vocational programs that are offered in urban areas. I do not know whether these are sponsored by HUD or not.

Dr. MANZO. Many of these programs are like the Model Cities programs—they have nested in them a paradoxical difficulty which is worthy of your consideration in that you may wish to consider its implications in preparing whatever legislation finally comes out of this hearing. And that is the way in which "community involvement" is expected. Community involvement is something which has been misguided or misunderstood, I believe. We have found ourselves as reading specialists evaluating and acting as consultants to reading programs, in which we have been asked to come back and talk to boards composed of parents who themselves have not been educated often beyond eighth and ninth grade levels, and having to justify and explain to them things of such complexity as would require hours of discussion. There is something wrong with this. Often it seems to amount to exploiting the community rather than having its needs represented through people who have been trained to record and interpret such needs.

Another example of this misuse, or romantization of the community's ability to judge and help itself is the number of volunteer and community action programs which collapse for sheer lack of intelligence of the many programs fitting into this category, one—funded through "right to read"—has the difference of being under the academic wing of a professional—Dr. Robert Palmatier of the University of Georgia—and the distinction of being, in my opinion, the best volunteer program in the country.

Senator EAGLETON. Anything?

Senator DOMINICK. I have no more questions.

Senator EAGLETON. Senator Beall.

Senator BEALL. While we in Washington can offer incentives, as my bill does, to improve the training of teachers to teach reading better, but a great responsibility rests on those who are in the universities and colleges who have primary responsibility of training and graduating people to teach reading. How do we encourage the colleges and uni-

versitities to require more in their own curriculums in order to graduate a person to be a teacher, particularly elementary schoolteachers.

Dr. BURNETT. One thing that is for certain, if there is a focus on reading in the public schools there will be a move on the part of the universities to support training programs to meet the demand for that type of personnel. Universities do move rather slowly sometimes in response to these kinds of demands. Of course, we make the case as part of any package, that some support is essential for university training programs to produce the kinds of reading personnel we are talking about. However, even in the absence of Government financial support, the universities will move gradually in the direction of trying to supply the demand.

Senator BEALL. I do not want to point the finger at universities and colleges, but I am somewhat disappointed that we have this problem and it seems to me we have the problem because they have not recognized for one reason or another that reading is a basic skill and if you are going to be a successful teacher, the first thing you have to teach in the elementary level is to teach children how to read.

It seems to me the primary responsibility of teacher training institutions is to make sure the teachers that graduate, equip the child with the skills the child needs.

Dr. MANZO. You could not be more correct. While we must bear some of that guilt, I would submit that some of the problem is related to the fact that universities have been told not to act as a certifying agency, but rather merely as educational institutions—and therefore the certification requirements are something we inherit from ex-superintendents of schools who seem to inevitably inherit the various State education departments.

Senator BEALL. Then the State department of education is primarily responsible for this.

Dr. MANZO. Not exclusively. We must share blame.

Senator BEALL. At the risk of putting words in your mouth, I do not want to do this, I gather we are in agreement that reading specialists are desirable, also teachers learn from other teachers in the school, and reading specialists can be used as a resource person for such purposes, as well as carry out the teaching function envisioned in my proposal.

Second, do we agree with the teaching of reading, we really have to zero in on the problem right at the elementary level, primary level.

Dr. MANZO. Yes, I think we would agree to that, as long as it were not a statement which was stated in exclusive terms. I think your bill, if I may suggest, is intelligent in both the deployment of specialists and in its focus. It is, however, exclusive in centering operations at the elementary levels, and this I would strongly suggest that you reconsider.

Senator BEALL. Of course title I comes into the picture with these other programs.

Dr. MANZO. Yes, sir, but not hardly enough. I'm suspecting from your facial response that you already know this and have noted my last comment.

Senator BEALL. We are concerned somewhat about the fall back that takes place in the summer, particularly among the lower socioeconomic classes. While they are in school, they reach a level of reading proficiency and then they seem to lose this during the summer months.

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Dr. MANZO. They do not lose it in the summer months. They begin to lose it before it is ever fully acquired. This is another example of a most naive kind of understanding of what the problem is. Permit an example. In Kansas City, Mo., we have been experiencing a 3-year effort to teach inner city children how to read by a "programed" learning approach which in truth does teach them how to decode words about as effectively as most white middle class children.

The evidence seems to be that by the end of third grade, for sheer ability to phonetically analyze and decode words, these children are on a par with their white counterparts. Beginning at about the end of third grade level and through fourth and fifth grade levels, however, the children not only begin to fall behind, in the sense that the white children begin to outdistance them, but worse they begin to fall into regressive patterns, in some cases reading worse at fifth grade level then they did earlier.

The reason for this is that the teaching of reading is something that requires by definition—a base broad enough to include all of the language arts and all of the thinking and study skill which are related to not merely decoding words but to reading between the lines and beyond. Without the latter interest fades and previously developed skills atrophy.

In a word we can teach children how to tie shoes, but if they do not have the will to do so, or if they do not own shoes, that is to say, if it is not an extension of their cultural imperatives, there is just not going to be growth of any consequence and certainly not of duration.

So while I would agree with the statement in your proposed legislation that the summer programs can help to achieve a great deal, I would submit that the entire school year needs to be re-evaluated in terms of the kinds of reading programs we are providing for children and the kinds of things we will support as summer programs.

If it is more phonics, I submit we are not going to be achieving a hell of a lot. I might add that if it is mere socialization without explicit instruction it stands no better chance of advancing long term learning.

Senator BEALL. I think we share the concern about doing it all year round, in school and out. But my point is that right now in the teaching of reading, there are studies that show students do fall behind during the summer months apparently because of the motivation in the home atmosphere in which they find themselves.

Dr. MANZO. Yes, sir.

Senator BEALL. We will recess the hearing.

[Whereupon, a short recess was taken.]

Senator EAGLETON. We will try to get moving before the next vote interrupts us once again. My thanks to Dr. Burnett and Professor Manzo for their presentation. It was very helpful and we appreciate their time and the trouble that they went to to be with us today. Our next witness is Mr. Kenneth Wooden, executive director, Institute of Applied Politics, Princeton, N.J.

STATEMENT OF KENNETH WOODEN, EXECUTIVE DIRECTOR, INSTITUTE OF APPLIED POLITICS, PRINCETON, N.J.

Mr. WOODEN. Senator, thank you for inviting me here to give a little insight on the reading crisis affecting young children, the forgotten children that are locked up in penal institutions across this land.

Basically I will be talking about young children in State institutions, roughly about 15 States. My findings thus far are tentative research, but I think when the final program, the final research is conducted it will be nationwide.

I am being supported for this research project by several foundations and corporations, but today I speak for myself. The day after Attica occurred in New York, when inmates were killed during the uprising, I happened to be with the late Dr. James Allen in his home. Dr. Allen was very upset. He was upset because as he said: "I did not start the right to read program because I wanted to have some educational glamour in D.C. I started the right to read program because criminal court judges, juvenile court judges were coming to me year after year as Commissioner of Education for New York State telling me that they were incarcerating young people who could not read." I am here to give you further testimony to that premise. Serving on the Governor's Commission in New Jersey on prison reform, I found in New Jersey correctional facilities children simply could not read. For example, in the school for girls in Trenton, the reading level was 4.2. School for boys, Jamesburg, the reading level was 4.8.

Now let me spread a little bit across the land.

In South Carolina, the juvenile is incarcerated at the average age of 14.7. His reading level is 3.2. In Texas, children now serving in penal institutions, between the ages of 10 and 16 read on a reading level of 3.2. In your own State, Senator Eagleton, the average reading level for all children incarcerated is between fourth and fifth grade.

In California children who are 16 and 17 are a good 6 to 7 years behind their reading level. The problem of reading at our correctional institutions apparently has come to the attention of Chief Justice Warren E. Burger who said, "the percentage of inmates at all institutions who cannot read or write is staggering. The figures on illiteracy alone is enough to make one wish that every sentence imposed would include a provision that would grant release only when the prisoner has learned to read and write." Well, the good Chief Justice notwithstanding, I would hope that will never be carried out, because in the words of the State Commissioner of Education in Vermont, most juvenile training schools throughout America are exceedingly poor and their educational programs are mere ornaments.

Senator, I would like to show you and members of your staff a little chart. This chart symbolizes a large State in Southwestern America, the entire jail population of youngsters between the ages of 10 and 16. There are roughly 1,252 children. Of that large number, only 57 or 4.6 percent of all convicted youths, full offenders, are at their proper educational reading level.

Bear in mind, one very important point, Senator. The children of which I am talking, 50 percent or more have committed no crimes against society. They are being locked up because of incorrigibility truancy from school, neglect of their parents, or running away from a bad environment, be it school or home. Again, they have committed no crimes. But the recidivism rate in our juvenile facilities in America is staggering. Between 74 and 80 percent of all these youngsters now locked up will return to maximum security institutions. We are creating criminals in this country. And the sad fact is that the vast majority of them simply could not read.

I had the privilege of working with the late Dr. James Allen and am convinced that if we really want to make reform within the prisons and correctional facilities, we must improve the quality of education in our schools.

In Chicago every Thursday morning the truant court hold sessions, and youngsters come before the judge, come before the power of the county to be incarcerated for 3 and 4 months. They are sent to residential schools where they are in fact incarcerated. Their crime was truancy, their reading level was about second grade. I find it difficult to believe that anyone would want to go to school if their reading was so low that every day it would bring about embarrassment and the lack of dignity that we all need.

I have a report on a training school from Missouri, in Booneville, which is really staggering. Let me touch upon that. Within this institution, Senator—I'm talking about 255 youngsters—only 10 percent of the total population are actually achieving at the high school level. Eight students were actually placed at the proper grade level according to their age. The majority of them were 3, 4, 5, and even as high as 8 years behind in their reading levels.

Sixteen percent of these youngsters had an IQ of 70 to 89. Now, I would really like to comment on IQ for one moment. The IQ is based upon the ability to read, and we are condemning youngsters not only to penal institutions, but mental institutions, by giving them such a low IQ, based again upon verbal intelligence.

Senator EAGLETON. I lose track of all of these figures. What is a minimal level of IQ, what are the lower ranges?

Mr. WOODEN. State of New York, if your IQ is 70 or below and you get in any type of trouble, you are placed in a school for the mentally retarded. In one State, if your IQ is below 90, you do not qualify for remedial reading programs within the prison system.

Senator EAGLETON. If your IQ is below 90?

Mr. WOODEN. You do not qualify for the remedial reading program within the prison system of that State.

Senator EAGLETON. It is felt you could not successfully participate in such a remedial program if your IQ was below 90? As you point out, IQ is correlated to reading, so it is self-defeating.

Mr. WOODEN. Yes, it is. Let me relate one little story I heard this morning from a former teacher who taught in this area last year. She had a young boy, 13 years old, who could not read three- and four-letter words. Everyone gave him up as hopeless. His IQ was 60. She had an electric clock on her desk that did not work. He fixed it. Now you know everyone said that his IQ was so low that he was an idiot, but yet he fixed the electric clock. How can we measure the creativity, the determination, the potential of any human being upon some test reading on reading ability of verbal tests? When I get into my three recommendations, I would like to make a recommendation on research in dealing with IQ testing and with reading testing.

Senator EAGLETON. Before you get to that, you have mentioned several States where these appalling levels of achievement have been mentioned, including my home State of Missouri, at the training school for boys at Booneville, Mo., and at this time I will put the entirety of that report in the record. You also mentioned a large Southwestern State and so forth. Can you generalize with respect to this question?

Based on your investigations of these various States—Cook County, Ill.—you have examined facilities and training schools, and truant schools, what kind of teaching curricula have you found at any of these schools for these youngsters?

Mr. WOODEN. As the commissioner for corrections in Vermont stated, they are mere ornaments, and they are. With one exception, I found a very good program in Chicago, where some teachers that are highly creative will bring students that are totally illiterate, have these students tell stories, personal stories, or even poems that they make up, and then will write those words down, type those words, and then will teach those words from those kids.

That is how they start to teach them to read. It is a very intimate thing. I have seen hardware, talking typewriters at $40,000 a clip, stored, worthless. I have seen books from the major publishing firms that were bought from title I money, stored and worthless. The fact remains that these youngsters cannot read.

I have given you some really appalling figures. but everyone will tell me in private conversation that these figures are inflated, that the test in fact inflates their actual reading ability, and that it is probably between second and third grade.

One major point that I want to make here, Senator, I have given you again a lot of figures and a lot of statistics for the record and for your own consideration. But these statistics are human beings—they are children. They represent an 8-year-old boy in Arizona who keeps an orange puppy on his bunk. They represent children that are no older than my daughters. They represent children that write poetry that other kids who are literate can read. I would like to give one sample of the poetry that is coming out of the penal institutions in America.

This was written by a 12-year Chicano girl.

"I live in a house called torture and pain.
It's made of materials called sorrow and shame.
It's a lonely place in which to dwell;
There's a horrid room there and they call it hell.
From the faucets run tears that I've cried all these years;
And it's hated by my heart made of stone.
But the worst part of it is that I'll die in this place
And when I die, I'll die all alone."

I have tapes and interviews of youngsters who have been locked up in solitary.

Senator EAGLETON. What was her functional reading level?

Mr. WOODEN. This one girl could read and write well. I consider her a spokesman for those that cannot.

Senator EAGLETON. I see your point.

Mr. WOODEN. Her crime is running away. She ran away from a facility and she was thrown into solitary confinement for 30 days in what is called a strip cell. I could tell you a lot of horror stories that are happening to children in these institutions, but that is not within the realm of the responsibility, I am sure, of this committee.

But we are not going to improve the lifestyle of future generations until we really get to the reading problem facing our schools and facing our children. I really commend this committee for being involved in this type of legislation.

I would like to make just three recommendations for your bill, which I personally consider to be of paramount importance, and are just not my recommendations. Again, I had the privilege of working with the late Dr. James Allen, and after he was removed from office, he lived in Princeton, and I got to know him well. Any legislation resulting from these hearings should encompass a provision called the peoples' right to know, which makes it mandatory for every school district in every State to annually publicize the achievement scores of every school. Individual student scores must not be made public, since only the parents should know this critical information about their own children. However, once achievement scores for all schools were released, parents for the first time could have a clearer understanding of how their child is doing compared to other first graders, to other second graders. They could see how their community is doing compared to other communities and States compared to other States.

Senator EAGLETON. Specifically you have references to achievement scores in reading?

Mr. WOODEN. In reading, yes. This could be computerized, along with dropout rates, along with admissions to correction facilities, and we could pinpoint problems. I think it is going to be a must. And I again think the people have a right to know. I was involved in some litigation in Camden, N.J., where the parents wanted to know this information but were denied this information by the school board, by the State superintendent of schools. And they may even be denied this information by the courts. Since it is now pending therein. But how can a parent make an accurate assessment of the school? Up until this time we thought maybe it was the child's fault, but now if we have an understanding that every third grader is doing extremely bad, then we could get to that school.

The second recommendation I would like to make deals with testing. I would like to see some new testing, some research done in the area of IQ, achievement scores, and so forth.

I would like to see it based on words that we need to know in order to survive in society, not words made up by some educator who has a contract with a major publishing firm, but words that come from job application forms, from medical prescriptions, from bank loan applications, and then measure on this, because again these are words we need to know in order to survive economically. I would hope that the IQ testing would be thoroughly investigated. They are truly incarcerating people within the mind, because they do not test potential. I have seen results of youngsters tested to be in the 60's, the 70's, 80's and when they become adults, they do much better. But by and large, all the youngsters who have serious reading problems have low IQ's, and again it is based on reading ability.

The final recommendations may sound a bit like a paradox. I hope you would not provide any money for reading programs in correctional facilities since the child is there for only an average of 8 months. What would happen to that money? It would go into hardware and it would go to the publishing firms and be totally wasted in a storage room.

I would like to see school districts reassume the responsibility for their lost children. Like in Burlington, Vt., where they have a program set up where they visit the child who is incarcerated, and provide

counseling for reentry into the school system and provide remedial skills. That is an ideal program. But if you give moneys to correctional facilities, I am afraid it would be wasted.

In ending, I would like to quote Sir Winston Churchill when he said: "Human beings in human societies are not buildings that are built or machines that are forged, but rather they are like plants that grow and must be tended as such. The supreme question is how we live and how we grow and how we bloom and how we die."

And, Senator, there are youngsters, about 100,000 now incarcerated that are not living well, that will probably never grow to their potential and that will never bloom and they die again and again and again.

One last thought I leave with you. In all my travels through youth correctional facilities, the most depressing areas to visit are those used for solitary confinement. Here you find the young alone, lying in the fetal position. They are surrounded by bitter obscenities and lonely names written on the walls by those who previously spent time in the same isolation cells. Here on the walls, names and dates, and their culture of obscenities. Of all the obscenities the most powerful, most glaring, most deeply etched in the walls of bricks and stones, the most deeply carved in the wood and scraped on the metal is a four-letter word we all know, and we all use from time to time, "h-e-l-p." It is the worst obscenity because we as a nation let it go unanswered while children, generation after generation, perish in their forgotten youth. I hope we do not forget these youngsters. I hope we have a tough bill, accountable to the public and accountable to the children. If we do it, we reap another harvest of young people into correctional facilities, and they will become criminals, and they will provide the political speeches for law and order in the future.

Senator EAGLETON. Thank you for having a warm statement. You are obviously a person very deeply committed to your work and I commend you for it. I would make the sad guess that of those 100,000 that you estimated that are currently in training schools, reform schools, whatever custodial schools are called in the various States, you could almost bet even money that about 95,000 out of that 100,000 will end up in penitentiaries as adult criminals. It is very, very sad, an inevitability I guess, the way we structure things. I have a couple questions from the staff, if I may.

You recommended earlier in your remarks that reading scores be published. In every school district there is an element of accountability. I am told that teachers respond to this suggestion by saying that such emphasis on test scores tends to reflect unfairly on the teacher since most of the evidence from such reports as Jencks and Coleman, and others, indicate that these scores are in some measure determined to a considerable extent by home environment. Is my staff's question clear to you? What is your rebuttal to teachers' response to your suggestion of school district by school district publication of reading achievement levels?

Mr. WOODEN. In Chicago, where they reveal school by school testing results——

Senator EAGLETON. Annually, standard basis?

Mr. WOODEN. Yes, for the last 3 years. Every school is listed in the Chicago Tribune. It was very interesting.

Senator EAGLETON. In the Chicago Tribune, would it say Fillmore School, seventh grade, reading level 6.8?

Mr. WOODEN. Right. Let me give you some very interesting findings and respond to that question. They found some schools in the heart of the ghetto in Chicago, above national norms—in the 1968–70 percentile—schools that by all standards should be very low. Schools nearby were like 30 percent below the national norm of 50. Now, by publishing this, people were able to go into good schools and see what they were doing right, and of course bad schools were exposed for being just that. Pressure was put on the administrators, pressure was put on the principals and pressure was applied to have in service training programs. Anyone connected with the problem knows that young teachers are coming out of State colleges ill-equipped to teach reading. If we have this type of accountability, if we make it known to the public, principals and administrators will have to get off their tenured tails and have to provide inservice training for those teachers that need help. I don't believe the pressure, the politics would fall on the classrom teacher but would fall on the administrators who are paid for this responsibility.

I find the logic of laying the blame on bad home environment hard to buy. Because I have seen reading programs on Indian reservations and in ghettos that do work. Plus, the point is that educators are being paid to do a job, educators are supposed to be professionals, and if they cannot teach a child after a decade point 2 how to read, regardless of home environment, regardless of where he comes from, that is a disgraceful failure.

Senator EAGLETON. Have you ever visited a large classroom in an inner-city school?

Mr. WOODEN. Yes, sir.

Senator EAGLETON. Like a D.C. school district, 40, 50 students in a room, say fourth grade. At times it is enough for the teacher just to maintain order or survival.

Mr. WOODEN. I agree.

Senator EAGLETON. Much less teach or teach reading or teach anything else. What can the teacher do under those circumstances?

Mr. WOODEN. It is very difficult at that point. The crisis is there, that is true, but I have been in those large inner-city schools where they do a job in first and second grades and those kids are not the problem that we are talking about now in the 9th, 10th, and 11th grades. The challenge is in the lower grades. As for the large classroom thing, perhaps it will resolve itself in the future hopefully because the pill and abortion are having an effect on lower grade entry levels now.

I would like to point out to you and your staff recommendations of the Fleishman report. In New York State the reading crisis is so bad, they are recommending that if reading levels are not up to par by fourth grade, then they just go into a total educational reading program where everything is centered around reading and you forget about the other fringes of education. I agree fully with this concept because again, if you cannot read, you are not going to make it in this society.

Senator EAGLETON. Mr. Wooden, stay if you will a minute. I will have my staff lady, Ms. McCord, ask you a few questions, while I go over to vote and I will be back for the next witness.

Ms. MCCORD. In your statement you recommend both publication of reading scores and research to develop culturally unbiased tests. It

seems evident that research would have to be completed before publication can be required. Are there tests now that are fair in terms of judging reading skills?

Mr. WOODEN. I do not really know. But I do know a lawyer is suing the city of San Francisco for not teaching youngsters to read. There is litigation being made in due process to go after educational testing service and facilities that have this type of biased testing.

As for an existing effective test, I really do not know of any. Nor do I know of any that is being developed. But until we do develop one, until we do publicize this information, I just think we are all wasting our time.

Ms. MCCORD. Would you have to develop regional tests?

Mr. WOODEN. Yes, statewide tests. For instance, in Vermont they have different words for employment than they would in Arizona. I would say on a statewide basis—of course, not forgetting those who speak the Spanish or other languages—I have seen youngsters thrown in mental institutions as retards simply because they cannot read or speak the English language.

Ms. MCCORD. Joe Carter of Senator Beall's staff has some questions for Senator Beall that he would like to present.

Mr. CARTER. Senator Beall would be interested in your comments on attacking the reading problem early. You indicated if you do not do it by fourth grade, there is some difficulty. Senator Beall emphasizes grades 1 through 2 and would require a specialist to instruct grades 1 and 2 in inner-city schools, rural, and other schools having concentrations of youngsters reading below grade level.

I was wondering what do you think of that concept?

Mr. WOODEN. I really just picked the fourth grade from the air. I am not a reading specialist. I am not here to say this method is good or that method or this age. But I'm convinced that the sooner you start to teach someone a skill, he will gain the confidence and dignity to progress through education without being embarrassed, without being stifled, and it is just logical from my point of view, we would not have the discipline problems we have now.

Mr. CARTER. With respect to your comments on publishing testing, I would just point out in Senator Beall's bill it says subject to limitations contained in subsection D, the agency will publish aggregate testing scores of elementary schoolchildren participating in the project, and furnish such aggregate scores to the Commissioner. Further, the bill provides protection of individual scores which would not be disclosed except to parents. Is that what you are talking about?

Mr. WOODEN. In New Jersey, Governor Cahill attempted to test every school in the State to see in fact if there was a reading problem. Every 3d grader, every 6th grader, every 12th grader, after 2 years of developing a test, were tested. We were to release this information to the public, every school throughout the State. However, the New Jersey Teachers' Association and NEA intervened with court injunctions. They claim the public will misinterpret the results. The public has a right to know this. They are taxpayers and the parents of the children. I don't understand why you would not release the information. Why does it have to be upon request as stated in your bill?

Mr. CARTER. It says subject to limitations contained, the agency will publish aggregate testing scores of elementary children. The only protection S. 1318 provides is that individual scores of the youngsters will not be published.

Mr. WOODEN. I am sorry, I misunderstood. Let me caution you on one thing. When Senator Robert Kennedy was Attorney General, he attached an amendment to the first Elementary and Secondary Act calling for test scores to be released to the public in new programs, so the public would know what they were investing money in. It has been ignored by bureaucrats and State agencies, so I hope if you do have that type of amendment there are some real teeth in it, so it will not be ignored like Senator Kennedy's.

Mr. CARTER. One final question, Senator Beall's bill also contains a provision that tracks in effect the work of the President's Council on Physical Fitness. It would authorize a reading achievement award to youngsters in elementary grades who exhibit a certain proficiency in reading. I was wondering whether you think this kind of emblem might spark youngsters or motivate them to read?

Mr. WOODEN. I think that would be a question for youngsters. But maybe some type of incentive programs for good teachers, like Mrs. Barth in New Jersey, who really have their kids above and/or on programed level. Or like in West Virginia, where an educator in a one-room school has every kid on proper reading level—maybe he should have some award. As for a child, I do not know.

Mr. CARTER. In addition S. 1318 would give some awards to schools. They will get a pennant or some award for schools achieving in reading. It is hoped that the school awards would foster competition for reading excellence among schools.

Mr. WOODEN. I think that would be fine.

Mr. CARTER. The money is quite nominal, they only spend $1,000 on that award and apparently it has resulted in some upgrading of the physical fitness of the youth around the country.

Mr. WOODEN. If the cost would be kept that nominal, it would be fine. One thought, I just received a letter from the Department of Corrections, State of Maryland, which quotes the cost of keeping one child in the State juvenile penal system is $12,890. The national average cost of keeping a child locked up is $10,000. In the State of Illinois, it is now up to $20,000. I hope I would have that money when my kids are ready to go to school, because I think as one reporter said in the Boston Globe, with that kind of money you could send your child to the best private schools in America, you could send them to Brooks Brothers to be clothed, you could then, because they may be bored in the summer, send them to Europe with $25 spending money and return a couple thousand dollars to the State.

Ms. MCCORD. Mr. Schneider of Senator Kennedy's staff has some questions for Senator Kennedy.

Mr. SCHNEIDER. Just two questions. Following up what Mr. Carter is asking. In terms of incentive do you think it would be more appropriate to provide incentive by increasing resources that are made available to the school, if the school demonstrated success in teaching reading rather than the form of individual pennants, would in fact increase the grant to that school?

Mr. WOODEN. I would personally like to see it go to the teacher and not to the school. I have seen so much Federal money earmarked for children end up in air-conditioning, nice rugs for the superintendent, et cetera.

Why not provide incentive money maybe, for the schools that are doing badly, to set up inservice training programs, so they utilize good teachers to help inept teachers. I still have some private papers of the late Dr. James Allen that came from some of the best schools in America: Harvard School of Education, Columbia State Teachers College, saying in effect they are sending out youngsters not prepared to teach reading. I do not think there is a teacher in this country who does not want to teach someone to read. But I think they need skills and I think they need experience, and I think they need help.

An incentive program, that would be good. But again, to give money to a school, I question where it would go and if it would really filter down into the grades and help the children. I have serious questions in my mind about that.

Mr. SCHNEIDER. One other question. When you were discussing the desirability of concentrating resources at early grade levels, I got the impression that you were saying that after a specific cutoff point, whether it was fourth grade, that at that point you provide certain additional resources to provide much greater reading skills to those students who are below the level that was deemed desirable.

Mr. WOODEN. It is only because I see 12-13-14-year-olds so lacking in reading skills, that I am convinced unless we improve upon this we are going to have more and more children incarcerated in the future. I am not saying we should forget about other children. As President Johnson said a year before his death, "this country has the resources to do whatever it wants to do, if it has the guts to do it."

I would like to see money made available for senior citizens who cannot read, for blue collar workers who are locked into the assembly line who cannot read. I would like to see money made available for labor unions, for semiprofessional groups, for Appalachia, for community projects, but again with some accountability. And because I am interested in prison reform, I would like to see money concentrated in the lower grades so that all children can be taught to read.

Mr. SCHNEIDER. You have already answered my next question to a degree, that is your recommendations with regard to the adults. Do we know now where the adults are, where the 18½ million functional illiterates are?

Mr. WOODEN. No. But Lou Harris did pinpoint that there was a problem with adults in this area. You know if we can pinpoint how a President stands in his popularity, surely we can pinpoint how an adult stands, where he needs to stand in his reading ability and what skills he needs for what type employment.

In the age of the computer and the age of polls, we can have that information at our fingertips, but do we have that commitment from Washington? That is the big question.

Senator EAGLETON. Thank you.

Our final witness will be a representative of the American Library Association, Mrs. Elizabeth Hoffman, chief, division of school libraries, coordinator of ESEA II, Pennsylvania Department of Education.

STATEMENT OF MRS. ELIZABETH P. HOFFMAN, CHIEF, DIVISION OF SCHOOL LIBRARIES, COORDINATOR OF ESEA TITLE II, PENNSYLVANIA DEPARTMENT OF EDUCATION

Mrs. HOFFMAN. Thank you. I do have a prepared speech, part of which I will use and for the rest I prefer to make comments about some of the things discussed throughout the afternoon.

I am chief, division of school libraries, and have been a classroom teacher on the elementary and secondary level, as well as having worked in the library field. Today I am here to speak in support of legislation that would provide funds for programs designed to develop and improve reading skills. I speak not only for teachers and students in Pennsylvania, but in all of the States of the Nation as well as the total membership of the American Library Association.

We recognize that children do learn to decode in our society long before they go to school. Youngsters learn to read cereal boxes, signs and symbols, and learn to decode them. For some, learning stops at that point, others go into schools, and struggle for a year or two, and then give up. Our studies indicate that many of our people fail to continue their ability to learn to read. Learning stops at this particular point. Physical, mental, and emotional problems all contribute to this. If we look at some of the materials in the schools, we can begin to understand some of the reasons why. Many of the textbooks and workbooks are so dull that they frequently will turn off even our quick learning students. In spite of this, good teachers have found ways to encourage youngsters to learn a complex skill.

As we have suggested today, every teacher is a reading teacher at every grade level. No subject can be studied in our schools, whether it is arithmetic or power technology that does not involve some form of reading. Sometimes this is the printed word—a book, a periodical, a magazine. At other times it might be a map, a chart, a film strip. This is a certain kind of reading. Students have to learn how to interpret these if they are going to learn.

In 1969 the U.S. Office of Education identified a number of our students who cannot read, and this report is part of our record. Now you may be wondering why librarians in general and school librarians in particular are interested and concerned about legislation for reading programs. We recognize that first of all these proposals are of interest to reading teachers, classroom teachers in general. Douglas Knight, president of Duke University and chairman of the former National Advisory Commission on Libraries, said that librarians are teachers and their subjects are learning itself. Every school librarian is charged with the task of teaching and helping students learn to read. Children learn to grasp ideas and materials in a school library, understand those ideas, apply them to the learning situation at hand, and then evaluate them.

To do this, they must have materials. Learning and thinking do not take place in a vacuum. Books must be available to give them practice in their skills. Recently, for example, a school librarian in suburban Philadelphia was asked for some materials to help a junior high school student learn to repair cars, but his reading was on second grade level. It was almost virtually impossible, you see, to find materials for this young man. School librarians across this Nation are formally and informally linked with reading instruction.

Our first concern is naturally support for the Elementary and Secondary Education Act, title II, one that has served students and teachers in both public and nonpublic schools, in a way that no other education program has been able to do. Less than 5 percent of its funds have been used to administer the program. In the event that a special education revenue-sharing program is considered, we would ask here that a special category be assigned for school libraries to make sure that materials continue to flow into the schools, so that youngsters who are learning to read have something to read. In addition we would support the goals of the Act that you introduced last July, Senate bill 3839, and we look forward to this bill's enactment in the 93d Congress, but we would suggest that you seriously consider introducing this proposal as a separate piece of legislation, rather than as an extra title or additional title to the Elementary and Secondary Education Act. This would be desirable for several reasons.

First, enactment of reading legislation could be delayed for several months if it is tied to ESEA, because of lengthy hearings that will undoubtedly follow this bill because it expires in June 1973. Already we have waited too long now to launch an attack against illiteracy. Second, the presence of the reading title in ESEA could be used as an excuse for zero funding for existing ESEA programs, such as those dealing with school library resources, education to the disadvantaged, and adult education. These continue to be useful and necessary programs in our national effort to assure all Americans equal educational opportunities. Reading legislation is needed in addition to existing education programs, for obviously we have failed to eliminate illiteracy from our society. Another reason for extension of a separate bill would be simply to dramatize the whole program. Drama in our society is important.

We request that you consider including in your reading improvement proposal a category authorizing funds for the acquisition of all kinds of materials in support of a reading program. This could include reading programs themselves, formalized reading programs.

But in addition it would need a variety of materials of a number of kinds. When a young man learns to drive a car, he has to have a vehicle available to drive, otherwise he is not going to develop his skill. A person's needs for informational instructional, and recreational materials are continuous throughout all his life. Libraries and media centers are finding new ways now to meet those needs.

A reading improvement program as you propose it, should provide funds for school and public librarians along with other teachers to update and sharpen their own skills in reading instruction.

Most school librarians have not had training in formalized teaching of reading. Although they may not be formal reading teachers, they do need to know the techniques and skills involved, so they can work more successfully with the students whom they serve. This training could be in the form of seminars, in service, workshops, or institutes as well as the traditional type of course work. Unless librarians are specifically named in such proposals, school administrators will not be likely to include them.

Public and school libraries have strong roles to play in reading instruction for three major areas outside of general elementary and secondary education.

First, our libraries support continuing adult education courses designed to develop existing skills in our public or to develop new ones. We know that as we approach the year 2000, most of our adults are going to work in two or three different jobs in the course of their lifetime. This means they are going to need different kinds of skills. With the concepts of the open universities and free universities, our libraries need materials of all kinds to support this continuing and expanding adult education.

Second, our libraries provide materials for those learning to read and write English as a second language. Spanish, Greek, and we could go on naming languages for a long time, are the native tongues of many of our Americans. As they learn to read and write in a new language, they need new sources of materials. Many cannot purchase reading materials, but should find them available in a variety of libraries to support their work.

Third, our libraries assist adults who are school dropouts for a variety of reasons, and now they have discovered a real need.

Senator EAGLETON. I am going to have to break in there for a vote.

[Whereupon, a brief recess was taken.]

Senator EAGLETON. Mrs. Hoffman, you may continue.

Mrs. HOFFMAN. Thank you. I was outlining some of the reasons for including special public and school library concerns in the reading bill. One of our concerns is that we have many adults who are school dropouts for a variety of reasons who discover that they have a reading need for job acquisition, voting responsibility, whatever it may be, who need to learn to read. Again they need materials. When they walk into a bookshop or magazine stand, they are overwhelmed and do not know what it is they need to read. By providing materials in our libraries, school, public or special, we can make sure they will be there for these novice readers to use to improve their skills. Library service to reading programs is essential.

I have heard references to the "right to read" program. Many school librarians feel this program has been misnamed. Our students and our citizens have not just a right to learn to read. Rather, they have a responsibility to learn to read. In a culture such as ours, where government, education, and industry depend upon individual participation, a person has this responsibility to learn to read and the opportunity for this must be provided to him.

We know that many students can learn to read who do not, for a variety of reasons. One that has impressed me is the fact that we do have teachers who are uninterested in teaching reading. They are uninterested in reading. I do not know how to get at this problem, but it is one we need to reckon with, and realize that one of the reasons that many of our students do not learn to read in the early grades is because teachers are uninterested.

A second reason is because students are uninterested. As a parent, as well as a teacher, I have seen many students who do not learn to read simply because they are lazy or careless. They know that they can pass from grade to grade without any force being put on them. Why should they learn to do something now when they are going to be exposed to it later on? They might as well relax, so they do. When the pressure is put on them, they do read. Tom, you are going to hear from Dan Fader. His experiences in this line, I know from having worked with him, are very strong.

Students may not learn to read Dick and Jane and some of the other soft things we give them, but when materials are provided where they have concerns, they do and they will read.

Senator EAGLETON. Do you find in your experience a direct correlation between the stimulating characteristics of the materials themselves and the child's ability to read? To put it the other way, if all the child learns is run, Jane run, or see dog, cat, whatever it is, the chances of stimulating any reading interest is somewhat slight.

Mrs. HOFFMAN. I think this deters many youngsters from reading. Having worked in school libraries, I know that when you give children things like this, they are turned off. This is outside their experience and interest. There is nothing there that makes them want to go on and practice this skill which they are supposedly acquiring. If you provide materials on subjects they are interested in, they will. For example, I can tell you about a second grade school that was very much interested in our space program, because two of the students who had relatives that were among the astronauts, and they brought this information back to the school as they visited in Houston and visited in Florida. The youngsters in that school made a fantastic film strip with a tape to go with it, telling about lunar landing, lunar landing and all the programs in that program are words you would never find in a standardized test for second graders. They read it, were interested, excited.

The school librarian in that school had a tremendous time digging out information so they could put together their materials. I can think of another school where some youngsters were doing a unit on Russia. There were several students there who were bored to tears with traditional kinds of reports. Youngsters who were very talented but who were not challenged in any way, through the help of this librarian and art teacher, made a film about "Peter and the Wolf." They recorded the music themselves. It did not sound like the Philadelphia Symphony, but it was their production. They read and learned more about Russia as they developed the art work, and acted out the roles which they assumed, than they could ever have learned in a traditional program sitting down with Ginn, or whatever it was.

I do not say reading programs do not have a place. They do. But they can be used to stultify and dull an interest in education. Having taught reading, I have seen this at first-hand experience.

I would be also concerned with our testing programs. Yes, we do need to test youngsters in reading, but the best test of all is can he read what is ahead? Too many youngsters give up on it. Many people freeze when they take a test. Sometimes our testing statistics are not valid. Youngsters either can read or cannot.

It is just as simple as that. I do not need a battery of tests to tell me at what grade a child is reading or not reading. We know that such publications as Readers Digest are printed at sixth grade reading level because this is where most of the students and citizens in our country read. We know the level of reading in our newspapers. With few exceptions it is not difficult. People can read and students can learn to read, if we simply say they must. Good teaching will insist on this. I mentioned before the emphasis for special reading programs, and I would like to refer to that once more. To dramatize this need is urgent. The "right to read" program I do not feel has accomplished this. It

sounds like a good term and it has done some work, I would never question that, but I think much more needs to be done. The school libraries, the public libraries of this Nation can support a reading program in a variety of ways. Reading skills, we know, are not learned in a vacuum. The student, no matter what his age or purpose, must have something to read if he is to learn to read at all. Reading, like other skills, is achieved, not received. Libraries in our culture can contribute to that achievement.

I thank you.

Senator EAGLETON. Thank you very much. I have a couple questions. What are the training requirements or educational requirements necessary to qualify a person as a school librarian?

Mrs. HOFFMAN. These have some varieties. Most of them require, first of all, that the school librarian be certified as a teacher, either on an elementary or secondary level. This means training in a subject area of competency, training in educational methods and techniques in general, training in educational psychology. In addition to these, library training and training in selection and evaluation of materials, organization, and the professional skills are added above and beyond those of a normal teacher, so that it is a teacher plus.

Senator EAGLETON. I think you stated in your prepared statement that it is not a qualification to be a school librarian that that individual have any course training in the teaching of reading?

Mrs. HOFFMAN. That is right. If the teacher, if the school librarian has prepared to be an elementary teacher, they may have had training in reading.

Senator EAGLETON. If you were designing requirements for a utopian state, would you like to see it be a requirement that an individual, at least a librarian, have at least 3 hours', perhaps 6 hours' training in reading?

Mrs. HOFFMAN. I think this is absolutely essential. I can further define my statement by saying that in Pennsylvania we provide this in-service training for our librarians. If you were to go to Philadelphia tomorrow morning at 9:30, you would see there and on Friday, a workshop being carried on for 45 school librarians by reading teachers, showing them creative and specific ways to help students improve in their reading. Now this is not for teachers, but for librarians.

Senator EAGLETON. Does a typical elementary school in Philadelphia have a library?

Mrs. HOFFMAN. Yes, we have over 300 of them. We do not have 300 librarians. We have 37. We have developed over 2,000 libraries in Pennsylvania.

Senator EAGLETON. 300 libraries, and 37 librarians. Who operates the other 263?

Mrs. HOFFMAN. Usually library aides or technicians. In a very few cases a volunteer parent.

Senator EAGLETON. Take 37 librarians, is not that lady pretty busy? She has to do some custodial chores with books coming in and going out, and keeping periodicals up, how much time does a busy librarian have to work with a student on reading deficiency?

Mrs. HOFFMAN. They would not work with them as reading deficiency reading teachers would, but they need to know what the child's deficiency is and help him select material that he could use. A good

school librarian is concerned, first of all, with her students, and, second, with her materials. The materials coming in to those 37 schools in Philadelphia, for example, are already processed and go on the shelf. Those librarians work specifically with these students. If they have students with reading difficulties, they may select a film strip to help them with particular problems and help them with their general education in this way, going into reading through the back door rather than the front door.

Senator EAGLETON. Would it not be simpler for that librarian, who as you say does not necessarily work with children directly, to receive a card from the classroom teacher? Suppose she receives a card which says, "Willie Jones is here with this card. He is in our fifth grade class. His reading level is third grade. Give him appropriate materials." What more is needed than that?

Mrs. HOFFMAN. The librarian would give him the material. She would want to know what his interests were. She knows what his reading level is. She needs to know what he is working on in the class, so she can give him appropriate materials to support his classroom studies. She might be able to sit down and read with him. One of the reasons many youngsters do not learn to read is they have never heard printed words interpreted. We discover when you read to children it helps them. It might be this librarian would take particular time to sit down with Willie and share some reading with him, so Willie saw her enjoy reading. Wanting to achieve this pleasure himself, he can take the material back to his classroom and hopefully to his home to share the experience.

Senator EAGLETON. I know Philadelphia went through quite a crisis a few weeks back with respect to its teachers' strike. Why is it they only have 37 librarians? Is it shortage of money?

Mrs. HOFFMAN. This is one of the excuses that have been given. They have librarians in all their high schools, but not in——

Senator EAGLETON. Would librarians be paid more in Philadelphia than say, fifth grade teachers?

Mrs. HOFFMAN. It would depend on longevity, but school librarians in Pennsylvania work on exactly the same salary in schools as other teachers.

Senator EAGLETON. Is there a dearth of certified librarians in Pennsylvania?

Mrs. HOFFMAN. No. We have a State regulation law that requires every district to have at least one elementary librarian for the district, one secondary librarian per building. We have asked this be changed so we have one elementary librarian per building. The reason we do not have enough is that we have school administrators who think school librarians are simply custodians of materials. They do not understand or recognize the teaching functions of school librarians, who are teachers, whose job is to intensify, deepen, widen instructional experience of a child. If our schools did provide this kind of service, we would need right now in Pennsylvania 2,500 more school librarians than we have presently employed.

Senator EAGLETON. What if you had 2,500 more school librarians in Pennsylvania, what impact do you think it would have on the ability of young people to read in Pennsylvania?

Mrs. HOFFMAN. If they were given the privilege, and I think this is a privilege, to work as they could be trained, because we have some good training schools in Pennsylvania, it could make a real impact on

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education, because these librarians would then be available to work with their students, to know the students. For example, in an elementary school, a child goes from grade to grade changing teachers. The librarian stays in that school and will see that child as first grader, third grader, fifth grader. She knows his abilities. She will work with that child as an individual. In schools where you have a librarian who was privileged to serve in one building, you will find that many times the children look at their librarian as a friend, not a teacher, and they will be able to work with her in many ways. It is truly one of the most exciting things in education when you have a good school librarian serving in an elementary school, and I think if you do not begin on the elementary level, until you get to the secondary level, it is too late. A message that we preach in Pennsylvania is to cut your secondary program where finance demands; do not cut the elementary ones.

Senator EAGLETON. I am curious—of the 37 schools out of 300 in Philadelphia that do have school librarians, that is just about a shade over 10 percent. Can you generalize, are those schools predominantly in the more affluent white areas or are some of them in inner city black areas?

Mrs. HOFFMAN. They are pretty well scattered across the city.

Senator EAGLETON. Thank you very much, Mrs. Hoffman. Thanks to the American Library Association. I see you have got some of your confederates with you out there. I welcome all of them as well.

[The prepared statement of Mrs. Hoffman follows:]

Statement of Mrs. Elizabeth P. Hoffman
Chief, Division of School Libraries
Coordinator of ESEA Title II
Pennsylvania Department of Education
Before the Subcommittee on Education
of the
Senate Committee on Labor and Public Welfare
on
Reading Programs

April 4, '73

My name is Elizabeth Hoffman. I am Chief, Division of School Libraries, and Coordinator of ESEA Title II for the Pennsylvania Department of Education, Harrisburg. I supervise the establishment, growth, and maintenance of library/media programs in both the public and nonpublic schools of the Commonwealth where 2,800,000 students are enrolled. I am also responsible for designing and implementing the ESEA Title II program for all these students and their teachers.

Today I am here to speak in support of legislation that would provide funds for programs designed to develop and improve reading skills. I speak for students and teachers not only in Pennsylvania but in all of the states as well as for membership of the American Library Association, an organization of over 30,000 professional and lay people dedicated to the growth and improvement of library service throughout the nation.

In our society reading is essential not only for success in school but also for living in general. Children learn to decode signs and advertisements with pictures and, for some, learning stops there. Others struggle through a year or two of formal education before giving up. Studies made by educational and business agencies indicate that sixteen percent of our population cannot read well enough to fill out a social security application, a driver's license form, or even a voter's registration card. We know that seven million elementary and secondary school children need special reading guidance. Physical, mental, and emotional problems create some of the difficulties while inadequate, incompetent, or uninterested teaching produces others. For years reading instruction has been assigned to teachers as a subject to

be taught in a specified time slot. Textbooks and workbooks, frequently so dull and pedantic that they repelled even quick-learning students, have been provided for this instruction. In spite of this, good teachers have found ways to encourage youngsters to learn this truly complex skill.

However, in a very real way every teacher at all grade levels is a reading teacher. No subject is studied that does not in some way involve this skill. Instruction in arithmetic, history, language arts, health, or power technology assumes that the student can read and comprehend the materials presented to him. Some of the materials used to teach these subjects will be printed; these include books, periodicals, newspapers, pamphlets, and documents; others may be of the nonprint variety: maps, charts, films, filmstrips, or slides. Students must know how to interpret or read these if learning is to take place.

But with all of this emphasis on reading, the need to improve the teaching and learning of reading has been identified as the area of instruction that needs our most serious concern. A 1969 study conducted by the U.S. Office of Education identifies 2.5 million students, or forty-eight percent of the enrollment of grades two, four and six in 9,200 school districts in the nation, who are in need of special reading instruction to enable them to function at even minimum capacity. Proposals have been made to suspend instruction in all other subject areas until students learn to read at their proper grade level. While this may not be altogether wise, it does reflect the fact that the inability to read handicaps a person in almost every area of his life. The recently developed Right to Read Program, headed by Dr. Ruth Holloway, has been one of the many solutions suggested for the alleviation of this national problem, but other programs and additional funding are necessary as well.

Undoubtedly, you are wondering why librarians, in general, and school librarians, in particular, are vitally interested in and concerned about legislation for reading programs. We recognize these proposals as of foremost importance to reading teachers. But in the educational world of the last third of the twentieth century, librarians are teachers, according to Douglas M. Knight (former president of Duke University and

chairman of the former National Advisory Commission on Libraries), and their subject is learning itself. Every school librarian is charged with the task of teaching and helping students to grasp ideas from the materials they are using, to apply those ideas to the learning problem with which they are involved, and then to evaluate that application. Librarians provide materials to widen, deepen, intensify, and personalize reading ability. As students learn to read, books must be available to give them practice in their newly acquired skill. These must be available in a wide variety of reading levels and on every subject possible. Recently a school librarian had a request from a junior high school teacher for a book and other material, on a second grade reading level, on car repair and maintenance--a request virtually impossible to fulfill.

School librarians across the nation are closely linked with both formal and informal reading instruction. Naturally the acquisition of materials for library/media centers to complement every area of study is our first responsibility.

We urge you first, to support legislation continuing the Elementary and Secondary Education Act Title II program--one that has successfully served more teachers and students in both public and nonpublic schools of the nation than any other educational program, and with less than five percent of its authorized funds consumed in administration. But many schools still have unmet needs, in addition to new ones which regularly arise as curriculums develop and change. The replacement of outdated and worn materials is a continuous process. In the event that a special education revenue sharing program is considered, we request that a specific category be developed to ensure the continued flow of materials into the schools for reasons just outlined.

In addition, we support the goals of the National Reading Improvement Act introduced by Sen. Eagleton last July (S. 3839), and we look forward to its early enactment in the 93d Congress. We request that you seriously consider introducing this proposal as a separate piece of legislation rather than as a new title to the Elementary and Secondary Education Act for two reasons. First, enactment of reading legislation would undoubtedly be delayed for many months if tied to ESEA, which will be the

subject of lengthy hearings this year because its authorizations expire in FY 1973. We have already waited far too long to launch an all-out attack against illiteracy. Further delay would be disastrous. Second, the presence of a reading title in ESEA could be used as an excuse to "zero fund" existing ESEA programs such as those dealing with school library resources, education of the disadvantaged, adult education, and so forth. These continue to be useful and necessary programs in our national effort to assure all Americans equal educational opportunities. Reading legislation, such as Sen. Eagleton has proposed, is needed in addition to existing education programs, for as a nation we have clearly failed to do the job of eliminating illiteracy among our population. We feel that the reading bill should be a separate piece of legislation, reflecting this major national priority, rather than be tacked on as an eighth title to ESEA.

We request also that you consider including in your reading improvement proposal a category authorizing funds for the acquisition of all kinds of materials to be used to support reading programs. These could include reading programs themselves as well as enriching and personalizing materials. As a person learns to read, he must have materials to read if his skill is going to grow. When a young man learns to drive a car, he needs to have a vehicle available to use frequently if he is to maintain and refine his competence. A person's needs for informational, instructional, and recreational materials are continuous all through life. Libraries are finding new and varied ways to meet these needs. A reading improvement program, as you propose it, could provide funds for school and public librarians, along with other teachers, to update and sharpen their own skills in knowledge of reading instruction techniques. These might include seminars, institutes, workshops, and programmed instruction as well as traditional course work. Unless librarians are specifically named in such proposals, school administrators will not include them.

Public and school libraries have strong roles to play in reading instruction including three major areas outside the area of general elementary and secondary education. First, they support continuing adult education courses designed to improve

existing skills or develop new ones. Second, they provide materials for those learning to read and write English as a second language. Third, they assist adults who are school dropouts for a variety of reasons who have discovered a real need to read for job acquisition or performance, for assuming voting responsibilities, and for generally easing living situations. Each of these groups requires materials with high interest levels but low vocabulary to encourage novices.

I urge you to consider the role of library service in reading programs.

Reading skills are not learned in a vacuum. A student, no matter what his age or purpose, must have something to read if he is to learn to read at all. That "something" in our society includes more than just printed words--it covers maps, charts, diagrams, pictures, films, filmstrips, loops, microforms, and the list could go on. Reading, like other skills, is achieved not received. Libraries contribute to that achievement.

Mr. Chairman and members of the Committee, I thank you for the opportunity to make this statement in support of reading legislation.

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Excerpt from: An Evaluative Survey Report on ESEA Title II: Fiscal Years 1966-68
(U.S. Office of Education - Department of Health, Education & Welfare)

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Recommendations

To improve the education of public and private elementary and secondary school pupils, it is recommended that the ESEA title II program be continued, because:

1. Some but not all eligible pupils and teachers have been provided with sufficient additional instructional materials of high quality.

2. State and local support for school library resources and other instructional materials was stimulated by title II and evidence indicates that continued stimulus is needed.

3. The proportion of public schools, particularly elementary schools, with media centers increased significantly, and continuation of the program would effect further gains in the development of media centers.

4. Improvement since 1964-65 in relevance of materials to the curriculum and pupil needs, up-to-dateness, and quality of content and format argue strongly for continuation.

5. Adequate amounts of audiovisual materials are needed in all schools, although for the first time, some schools have added these materials.

6. Increased pupil use of instructional materials in school media centers, especially in relation to the preparation of class assignments and reading for pleasure, points to the necessity for more of this kind of motivation.

7. Increased teacher participation in selection of instructional materials and use of materials where they are available in sufficient quantities makes obvious the need for more acquisitions to bring materials in all schools up to levels essential for teacher use.

8. The title II program stimulates the employment of professional, paraprofessional, and clerical media personnel.

To increase the impact of title II, it is recommended that:

1. The Federal supplement to State and local funds through title II be increased to the level of authorization. Title II has contributed about 8 percent of the annual cost of instructional

materials and this should be increased to at least 16 percent, and, if possible, to 25 percent. If the Federal share were 25 percent the amount would be about $700 million to meet national standards for annual expenditures for materials in elementary and secondary schools. In the event of grant consolidation, safeguards should be provided for assuring a fair share of the funds for instructional materials, because the unmet and continuing needs for such materials are so great and their role in supporting instruction is so vital.

2. Increased funding be provided for State and local administration of the program to obtain the additional personnel needed to administer it. Additional personnel in State departments of education are also needed to carry out title II's commitment to the Right-To-Read effort.

3. The U.S. Office of Education provide technical assistance to State departments of education in the revision of relative need formulas and develop models for possible State use or adaptation. In turn, State departments of education should provide school district personnel who administer the title II program with the specific direction and leadership needed for applying relative need formulas.

4. The U.S. Office of Education increase its assistance to States in planning, evaluation, and dissemination activities required for good program management.

5. Special emphasis be placed on the use of title II funds to supply high-interest, low-vocabulary materials as part of the Right-To-Read effort.

It is further recommended that:

The title II program be reevaluated at the end of fiscal year 1973.

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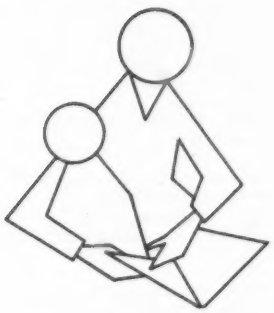

ESEA TITLE II and

The Right To Read

NOTABLE READING PROJECTS
JULY 1972
No. 9

Give-Away Book Programs Combined With Title II Reading Projects

This is the ninth report describing notable reading projects funded under title II of the Elementary and Secondary Education Act. Although title II funds cannot be used to provide books to give away, funds from other sources are being utilized to buy inexpensive, attractive paperback books to give away to children who are also being served by title II. Funds for the give-away book programs come from Federal sources, such as ESEA title I and Model Cities, and from civic groups, foundations, alumni organizations, and business and industry.

The idea of giving books to children as a means of motivating them to read is derived from Reading Is Fun-damental (RIF), a national program funded by a private foundation and sponsored by the Smithsonian Institution. The RIF program is based on the theory that if children are able to choose books from a wide and interesting selection—just for fun and for their very own—they might be put on the road to addictive reading.

Reports on title II reading projects which have been combined with a give-away program show a sharp increase in the use of instructional materials and school media centers. More children are reading for fun, and learning tool Teachers and media specialists note improvement in reading tastes as the projects continue.

RIF projects are locally organized, locally run, and supported by local funds. The national RIF office serves as a clearinghouse—providing technical assistance and conducting workshops on how to organize and run projects—and as a go-between to bring together persons in various cities, towns, and States who want to start projects. Further information about Reading Is Fundamental is available from RIF, Smithsonian Institution, Arts and Industries Bldg., Washington, D.C. 20560.

The project descriptions in this report were supplied by ESEA title II coordinators and reading and media specialist in the State departments of education of Alabama, Illinois, Indiana, Maryland, Massachusetts, and New Jersey. They range from a bilingual reading project for Polish-speaking children in Chicopee, Mass., to a family reading project for junior high school pupils in Mt. Vernon, Ind. This is the first time a reading project has been reported from New Jersey for this publication.

Reports on other reading projects of all kinds funded under title II of the Elementary and Secondary Education Act may be submitted to Dr. Milbrey L. Jones, Bureau of Libraries and Learning Resources, U.S. Office of Education, Washington, D.C. 20202.

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

ESEA Title II

Instant Précis — Reading Projects

Title: MOTIVATING AND TEACHING READING THROUGH A PROGRAM OF CAREER DEVELOPMENT, HORACE MANN HIGH SCHOOL, GARY, IND.

Objective: To stimulate a genuine need for and interest in reading

Project: This school's faculty is making a real effort to adjust to a change in school population by taking a more pragmatic approach to instruction based on career education. The strategy includes development of a ninth-grade-level study-skills course revolving around the world of work. The school media center is well stocked with materials to fit the ages and interests of all pupils, and especially career-oriented materials directly related to vocational goals. Plans are to help pupils improve in basic skills—not just to enable them to reach some particular academic grade level but to develop the reading and study skills needed for their own purposes. An additional emphasis will be placed on increased use of community resources.

Number of pupils served: 1,801 public secondary school pupils

Amount and type of title II grant: Special-purpose grant, $6,785

Evaluation: Pretesting and posttesting; teacher evaluation of pupil attitudes and behavior; social and academic growth as measured in classroom activities

Further information: Mary Oppman, Project Director, Horace Mann High School, 534 Garfield St., Gary, Ind. 46407; telephone 812-886-3111

Title: SALEM HIGH SCHOOL, SALEM, N.J.

Objective: To encourage reading for all pupils

Project: In this project, an effort is being made to reach the hardcore nonreader with the remedial program and also to entice him to the school media center to change his image of media staff from keepers of books to dispensers of records, tapes, posters, or whatever interests him. At the opposite end of the scale is a concerted effort to broaden the reading interests of gifted pupils. In one unusual activity, the school media specialist accompanied a group of pupils to a paperback bookstore to select books for the media center. Many pupils selected books that were already in the center's collection and were astonished to discover that their selections were available at the center. They were also surprised at the school's eagerness to have their suggestions and its willingness to buy books they recommended. On returning to school, the books were unpacked and listed, and the pupils were allowed to borrow them that very day to keep interest from cooling. Two carts of books were sent to classrooms for pupils to look at and teachers spent the day happily checking out books to excited pupils. The media specialist reports that the bookstore trip was a highlight of the school year and stimulated an interest in books which has not diminished.

Number of pupils served: 875 public secondary school pupils

Amount and type of title II grant: Special-purpose grant, $12,500 (printed materials); $12,500 (audiovisual materials)

Other Federal program assistance: Coordinated with ESEA title I remedial reading program

Further information: Mrs. Anna Jane Messinger, Librarian, Salem High School, Walnut St. Rd., Salem, N.J. 08079; telephone 609-935-3900

Title: RECREATIONAL READING THROUGH A COMPREHENSIVE PAPERBACK LIBRARY, TIPPECANOE JUNIOR HIGH SCHOOL, LAFAYETTE, IND.

Objectives: To improve reading skills and increase interest in recreational reading

Project: Paperback books have been extremely successful in this school in reaching a diverse, multiethnic pupil population. This school extended the paperback book program from the media center to the classroom by loaning abundant, changing collections of fresh new paperback books to stimulate reading. Many titles printed in Spanish are included. It is intended to flood the classroom with attractive books in order to overcome negative attitudes toward reading. The collection of audiovisual materials and of periodicals have also been strengthened to reach the same pupil population.

Number of pupils served: 750 public junior high school pupils

Amount and type of title II grant: Basic grant, $1,182; special-purpose grant, $15,870

Other Federal program assistance: ESEA title III, $731

Evaluation: Teacher evaluation of pupil response concerning improvement in reading and attitude toward reading; increase in use of media; analysis of reading achievement scores

Further information: Joseph Boyd, Project Director, Tippecanoe Junior High School, 609 N. Ninth St., Lafayette, Ind. 47901; telephone 317-742-1141

Title: UNLOCKING THE ENGLISH LANGUAGE AND AMERICAN CULTURE TO FOREIGN-BORN CHILDREN, ST. STANISLAUS ELEMENTARY SCHOOL, CHICOPEE, MASS.

Objective: To develop the learning potential of bilingual pupils

Project: More than 30 percent of the pupils in this school are Polish speaking. Some are foreign-born, and some are children of foreign-born parents of Polish extraction. The school is assuming a major responsibility for acclimating pupils to the English language and aiding them in adopting the American culture, while encouraging continued respect for and interest in Polish culture. In order to facilitate learning, a multisensory approach is being made to reading instruction, utilizing a combination of visual-motor materials, sound filmstrips, tape-oriented programs, and books. Tutors, a psychologist, reading teachers, a speech therapist, student teachers, and

	aides, along with classroom teachers and the media specialist, form teaching teams. The most important effect of the project has been development of a casual, relaxed, yet stimulating and academically inviting, atmosphere. Pupils are beginning to demonstrate a more positive self-image, one of healthy relationships and interaction among themselves, their teachers, and the learning process.
Number of pupils served:	522 private elementary school pupils
Amount and type of title II materials loaned:	Special-purpose project, $4,800 (printed and audiovisual materials)
Other Federal program assistance:	Integrated with ESEA title I project
Evaluation:	Observation of pupil attitudes and reaction to the learning atmosphere; school-home relationships; pupil achievement
Further information:	Sister Katherine Marie, Principal, St. Stanislaus Elementary School, 540 Front St., Chicopee, Mass. 01013

Title:	LADDERS TO CLIMB, VALMEYER GRADE SCHOOL, VALMEYER SCHOOL DISTRICT #3, VALMEYER, ILL.
Objectives:	To (1) design a reading program that will reach all pupils, improve pupil attitudes toward reading, using the school media center, and toward learning; and (2) promote school-community involvement
Project:	Pupils contract with the media center for a personal reading program, coordinated by a teacher or aides. The contracts provide for a planned sequence of reading to promote variety in content, type, style, and interest areas. The kickoff for the program is a fall Reading Festival. During the school year, pupils will be encouraged to integrate their reading with their private interests, as well as with their school assignments. Media center and classroom displays, bulletin boards, and bibliographies are used to suggest more varied types of books and new areas of interest. At the end of the school year, pupils will have an opportunity to evaluate their patterns of reading and recognition will be given to reading accomplishments.
Number of pupils served:	589 public elementary and secondary school pupils
Amount and type of title II grant:	Special-purpose grant, $5,000 (printed and audiovisual materials)
Evaluation:	Attitude and reading interest surveys; standardized tests
Further information:	Mr. Harold R. Baum, Superintendent, Valmeyer School District #3, Valmeyer, Ill. 62295; Mr. Ura L. Henke, Principal, Valmeyer Grade School, Valmeyer, Ill.; telephone 618-935-2229

Title:	SECONDARY READING PROGRAM, MIDVIEW LOCAL SCHOOLS, LORAIN COUNTY, GRAFTON, OHIO
Objective:	To develop a language arts program for nonreaders of junior high school age

Project:	In this project, a special effort is being made to develop and improve the reading ability of junior high school boys. The initial stages of the project focused on selecting materials suited to the vocabulary, experience, and interests of pupils. Since boys often seem especially bored with fiction and the make-believe world of children's books, materials have been selected that deal with some of their natural interests—sports, adventure, technology, industry, and money. Reading will be made as attractive as possible. Boys are encouraged to use reading as a part of what they want to do and learn, using it as people do in the real world. Audiovisual materials are available to stimulate interest in reading.
Number of pupils served:	1,809 public secondary school pupils
Amount and type of title II grant:	Special-purpose grant, $34,582 (printed and audiovisual materials)
Evaluation:	Faculty assessment of pupil progress; use made of materials
Further information:	Mr. William G. Reed, Assistant to Superintendent, Midview Local Schools, 1097 Elm St., Grafton, Ohio 44044

Title:	FAMILY READING INCENTIVE MINI-LIBRARY PROJECT, MT. VERNON JUNIOR HIGH SCHOOL, MT. VERNON, IND.
Objectives:	To develop pupil skills in reading and more positive attitudes toward reading within the family structure
Project:	Ninety mini-libraries of books, periodicals, records, tapes, and filmstrips have been organized for long-term loan to families of the student population of this school. The enterprise is intended to move the media center away from a static role of waiting for pupils to come for books to an active role where interesting collections of materials are sent home with the pupil. The collections are planned to meet family interests and are placed in those homes where reading is not generally regarded as important. It is hoped that pupils and their families may develop a real and enduring interest in reading if they are sufficiently exposed to it.
Number of pupils served:	90 public junior high school pupils
Amount and type of title II grant:	Special-purpose grant, $12,560
Other Federal program assistance:	ESEA title I funds, $900
Evaluation:	Formal and informal surveys of pupil-parent attitudes concerning development of reading interests and skills
Further information:	Melvin J. Levin, Project Director, Mt. Vernon Junior High School, 614 Canal St., Mt. Vernon, Ind. 47620; telephone 812-838-4471

Title:	READING-RELATED SCHOOL MEDIA PROJECT, SHAWNEE HIGH SCHOOL, SHAWNEE COMMUNITY UNIT #84, WOLF LAKE, ILL.
Objectives:	To (1) increase interest in reading; (2) develop planning, research, writing, and organizational skills; (3) acquire skill in the production of media; (4) stimulate pride in local history
Project:	This learner-centered program revolves around production of a multimedia kit on the history of the Shawnee area, with the ultimate goal of publishing a book on the subject. Pupils will research topics, conduct interviews with local citizens, and build the kit through writing and producing their own material. The project will enable pupils to pursue self-directed learning of all kinds and help them gain new insight into themselves and their community. The project will also render a service to other teachers and pupils in the area since the completed kit can be duplicated and used in the future for social studies classes.
Number of pupils served:	252 public secondary school pupils
Amount and type of title II grant:	Special-purpose grant, $5,000 (printed and audiovisual materials)
Evaluation:	Standardized study skills tests; test of visual literacy; attitude and interest inventories
Further information:	Mr. Donald R. Coleman, Superintendent, Shawnee School District #84, Wolf Lake, Ill. 62998; Mr. Murlin Hawkins, Principal, Shawnee High School Wolf Lake, Ill. 62998; telephone 618-833-5307

Title:	DORCHESTER COUNTY BOARD OF EDUCATION, CAMBRIDGE, MD.
Objectives:	To (1) develop the skills needed for easy word recognition and fluent reading, and (2) acquire the habit of reading for pleasure and information
Project:	This project addresses a perennial problem of many secondary schools—how to bring pupils up to grade level or to a reading level commensurate with their ability. Pupils attending secondary school in this rural, semi-isolated county have access to a diverse collection of low-vocabulary, high-interest reading matter to assure that all pupils will have resources geared to their varied abilities and related to their personal interests. Media specialists are ready with suggestions to help teachers develop new techniques and methods as they move away from textbook teaching to greater use of other media. Both teachers and media specialists will create opportunities to talk with individuals and groups about books, periodicals, and newspapers related to pupil interests.
Number of pupils served:	3,080 public secondary school pupils
Amount and type of title II grant:	Basic grant, $11,233 (printed materials)
Other Federal program assistance:	Coordinated with projects funded under ESEA title I and NDEA title III
Evaluation:	Standardized tests; individual records of free reading
Further information:	Mr. Thomas Flowers, Supervisor of High Schools, Dorchester County Board of Education, Cambridge, Md. 21613

Title:	READ ON WITH PURPOSE, LINCOLN HALL SCHOOL, LINCOLNWOOD DISTRICT #74, LINCOLNWOOD, ILL.
Objectives:	To (1) respond to the special needs, talents, and interests of pupils, and (2) develop lifelong habits of reading and learning
Project:	Two interdisciplinary teaching teams will make a special effort to integrate reading in all content areas. The experiences of pupils are enriched by the provision of learning packs assembled from materials in the media center, through field trips, use of resource persons to visit in classrooms, and the provision of vicarious experience through media. Teachers request books and other materials for use in the classroom, as needed, on both short- and long-term loan. Teachers also bring their class groups to the media center and send small groups or individuals from the classroom for specific purposes.
Number of pupils served:	220 public elementary school pupils
Amount and type of title II grant:	Special-purpose grant, $5,000 (printed and audiovisual materials)
Evaluation:	Onsite evaluation by research analyst from Institute for Educational Research, Downers Grove, Ill.; use of standardized tests
Further information:	Dr. Marvin O. Garlack, Superintendent, Lincolnwood District #74, 6950 East Prairie Rd., Lincolnwood, Ill. 60645; Dr. Gerdon Gundy, Principal, Lincoln Hall School, 6855 North Crawford, Lincolnwood, Ill. 60645; telephone 312-675-5234

Title:	MCDONOGH SCHOOL, MCDONOGH, MD.
Objectives:	To (1) acquire flexibility in reading so that speed is readily adjusted to difficulty of material and purpose of reading, and (2) develop comprehension and listening skills
Project:	The reading program in this private school has been expanded to include content designed to contribute to pupil growth in organizational and research skills, as well as continued progress in reading. Controlled readers are used to increase reading speed; listening skills are sharpened through use of tape recordings. Pupils have the experience of selecting from an array of attractive and enticing media those which are most satisfying to their interests. Guided experiences in using media are helping pupils to develop effective study and learning skills—the tools of self-education.
Number of pupils served:	100 private secondary school pupils
Amount and type of title II materials loaned:	Basic project, $326 (printed and audiovisual materials)
Evaluation:	Standardized reading tests
Further information:	Mr. Robert L. Lanborn, Principal, McDonogh School, McDonogh, Md. 21208

Title:	MEDIA INCORPORATED, BELGREEN ELEMENTARY SCHOOL, RUSSELLVILLE, ALA.
Objectives:	To individualize instruction and enrich classroom activities
Project:	The project attempts to use media of all types to support and promote further growth of children's interests and their reading. Facilities for the production of media are available. Pupils are given instruction in library and study skills and are provided guidance in reading. Free-time interests as well as reading interests are explored. A reading specialist works closely with classroom teachers and media staff to coordinate reading activities. All school personnel play an active role in helping pupils find and select media that are interesting and profitable.
Number of pupils served:	431 public elementary school pupils
Amount and type of title II grant:	Special-purpose grant, $1,500 (printed material), $3,500 (audiovisual material)
Evaluation:	Structured observation of pupils; charting of daily use of media center for comparison with previous years; maintenance of record of teacher and pupil requests for media services
Further information:	Mr. Belton Massey, Superintendent of Education, Franklin County Schools, Russellville, Ala. 35653

Title:	BALTIMORE COUNTY BOARD OF EDUCATION, TOWSON, MD.
Objective:	To assist in developing reading skills
Project:	Twenty-one elementary schools in this district have been identified as those in which a majority of pupils are deficient in reading skills. These schools, located in an economically deprived section of the county, have for several years utilized Federal funds for the provision of classroom materials, equipment, aides, etc. To complement the use of these items, additional library materials have been purchased for use in the reading program. The materials were carefully chosen for ease of reading and for their relevance to the interests of pupils. It is expected that ready access to such materials will improve pupil motivation. Two educational centers are used to provide a special learning environment for pupils with serious problems related to basic reading skills.
Number of pupils served:	12,979 public elementary school pupils
Amount and type of title II grant:	Basic grant, $23,000 (printed and audiovisual materials)
Other Federal program assistance:	Coordinated with projects funded under ESEA title I
Evaluation:	Title I design based on standardized tests, narrative reports, rating scales, teacher observations, parent-teacher-pupil responses
Further information:	Mrs. Frances Fleming, Coordinator of School Libraries, Baltimore County Board of Education, Charles St., Towson, Md. 21204

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Title:	READING-RELATED MEDIA PROJECT, LEROY ELEMENTARY SCHOOL, LEROY SCHOOL DISTRICT #2, LEROY, ILL.
Objective:	To contribute to the development of lifelong habits of reading and learning
Project:	An assortment of current interdisciplinary learning resources has been made available in the school media center and for school and home use. Teachers and media personnel work with pupils in the classrooms and the media center to improve their skills in locating and using media. Instruction in the use of media is planned to relate to learning situations in the classrooms in terms of pupil needs. Opportunity is available for pupils to pursue reading interests independent of the classroom situation. The project contributes to individual growth in reading by assisting pupils in making wise reading choices, achieving satisfaction in reading accomplishments, and improving the quality and range of independent reading.
Number of pupils served:	481 public elementary school pupils
Amount and type of title II grant:	Special-purpose grant, $5,000 (printed and audiovisual materials)
Evaluation:	Attitude survey; recorded spontaneous verbal responses
Further information:	Mr. P. R. Dardano, Superintendent, LeRoy School District #2, 600 E. Pine St., LeRoy, Ill. 61752; Mr. Donald Robinson, Principal, LeRoy Elementary School, 805 N. Barnett, LeRoy, Ill. 61752; telephone 309-962-4471

Title:	SECONDARY READING PROGRAM, PORTSMOUTH CITY SCHOOLS, SCIOTO COUNTY, PORTSMOUTH, OHIO
Objective:	To extend reading program to all pupils and teachers by building a special collection of media
Project:	The teaching of reading skills pervades every facet of instruction and learning in the language arts, social studies, science, and guidance. Teachers offer recommendations for pupil projects, problem-solving activities, and provide bibliographies and references to sources of additional media to carry pupils well beyond subject matter provided in basic textbooks. The goal of helping individual pupils develop capacities which will make them more responsible for their own learning is significantly advanced by the ample supply of books and audiovisual materials.
Number of pupils served:	2,050 public secondary school pupils
Amount and type of title II grant:	Special-purpose grant, $80,835 (printed and audiovisual materials)
Evaluation:	Consideration of the use of materials and their value in the instructional program
Further information:	Mr. H. Garry Osborn, Director of Federal Programs, Portsmouth City Schools, Gallia and Waller Sts., Portsmouth, Ohio 45662

Title:	BALTIMORE CITY OF EDUCATION, BALTIMORE, MD.
Objectives:	To develop basic reading skills and foster reading growth of elementary school pupils
Project:	Teachers in this large city school system have recognized that many instructional materials, simply organized for easy circulation, are needed to enrich the reading program for very young children. Teachers have participated in the selection of books, periodicals, filmstrips, tapes, recordings, pictures, and pamphlets which have been placed in school libraries. Materials are thus easily accessible to all children, teachers, aides, and parents. Equipment, such as recordings, tapes, and filmstrips, is available for use by individuals or small groups. Pupils have learned how to operate this equipment and are free to read, listen, view, and use the variety of material they find appealing. The flexibility of this program enables both teachers and librarians to develop an atmosphere of friendliness and warmth in both classroom and library where pupils can be at ease.
Number of pupils served:	111,964 public elementary school pupils
Amount and type of title II grant:	Basic grant, $100,359 (printed and audiovisual materials)
Other Federal program assistance:	Coordinated with programs funded under ESEA title I, Follow Through, and Model Early Childhood Learning Program
Evaluation:	Teacher, parent, and librarian questionnaires; teacher and pupil interviews; survey of use of school libraries
Further information:	Mrs. Alice Rusk, Director, Library Services, Baltimore City Board of Education, Oliver and Eden Sts., Baltimore, Md. 21202

Title:	SECONDARY SCHOOL READING PROGRAM, ANTWERP LOCAL SCHOOL DISTRICT, PAULDING COUNTY, ANTWERP, OHIO
Objectives:	To encourage reading and develop critical thinking skills
Project:	To promote conditions and climate for learning and study, this school has been equipped with a wide range of media for use in social studies, art, health, guidance, and literature. Films, tapes, filmstrips, and recordings will provide the base for true independent study and individualized teaching, with related books introduced to enrich the program and supply information. Pupils enrolled in developmental reading classes will contract a program for 6 weeks and develop a project in conjunction with the contract materials. Through using this large assortment of media, it is expected that pupils will acquire the habit of gathering information from more than one source, learn to compare data, and discover the existence of more than one point of view and of different interpretations of trends, ideas, and events.
Number of pupils served:	455 public secondary school pupils
Amount and type of title II grant:	Special-purpose grant, $39,278 (printed and audiovisual materials)

Evaluation:	Pretesting and posttesting; monthly activity report to staff and administration; parent questionnaire
Further information:	Mr. Dale Adams, Superintendent, Antwerp Local School District, Franklin St., Antwerp, Ohio 45813

Title:	INTERNATIONAL BOOK YEAR READING-RELATED MEDIA PROJECT, WESTERN ILLINOIS UNIVERSITY LABORATORY SCHOOL, MACOMB, ILL.
Objectives:	To stimulate interest in reading and widen understanding of other cultures
Project:	Reading in this school is defined in broad terms to include visual literacy. An abundant assortment of materials offers pupils the opportunity to explore other cultures and satisfy their varied curiosities and interests. College students will be involved in a tutorial aspect of the program as big brother or sister. Foreign students will be used as resource persons to provide information on customs, foods, games, music, art, and holidays of other countries. Additional motivation offered includes correspondence with children in other countries, stamp collecting, and collecting foreign dolls.
Number of pupils served:	333 public elementary school pupils
Amount and type of title II grant:	Special-purpose grant, $5,000 (printed and audiovisual materials)
Evaluation:	Tests and questionnaires developed by Office of Educational Research and Service, Western Illinois University
Further information:	Dr. Donald L. Hahn, Director, Western Illinois University Laboratory School, Western Illinois University, Macomb, Ill.; telephone 309-899-6426, Mary Ellen Graff and David Bormet, Learning Center, Western Illinois University Laboratory School, Macomb, Ill. 61455; telephone 309-899-6426

Title:	SCHOOL OF THE CHIMES, BALTIMORE, MD.
Objective:	To raise pupil achievement in reading to maximum potential
Project:	The project was developed to help emotionally disturbed children work at the academic levels at which they are capable. The school uses a wide variety of approaches to strengthen and enrich the reading program. Because of the nature of the children's handicaps, instruction is highly individualized. Special efforts are made to draw out pupil interests and preferences and to identify books and other media related to these interests.
Number of pupils served:	69 private school pupils
Amount from title II for materials to be loaned:	Basic project, $81 (printed materials)
Evaluation:	Individualized tests
Further information:	Mrs. Margaret Stortz, Principal, School of the Chimes, 1203 Thornbury Rd., Baltimore, Md. 21209

Title: PROJECT SYNOPSIS, GREEN BAY SCHOOL, HIGHLAND PARK DISTRICT #107, HIGHLAND PARK, ILL.

Objective: To explore more deeply the multisensory approach to reading

Project: An innovative reading approach based on visual literacy is being carried out in this project. Visual, aural, and affective literacy are combined in such activities as the use of 16 mm films, video-tape production, tape seminars, and reading-together activities. Reading is stimulated through other means such as story hours, book discussions, and individual reading guidance. Media staff work closely with teachers to suggest and provide the assortment of media needed to support classwork. Essential media and study skills are taught.

Number of pupils served: 420 public elementary school pupils

Amount and type of title II grant: Special-purpose grant, $5,000 (printed and audiovisual materials)

Evaluation: Pretesting and posttesting of pupil attitudes toward reading and use of media center, teacher attitudes toward visual literacy approach, and parent attitudes toward program

Further information: Dr. Richard G. Hansen, Superintendent, Highland Park District #107, 2075 St. Johns Ave., Highland Park, Ill. 60035. Mr. Rodney Lewis, Principal, Green Bay Road School, 1946 Green Bay Rd., Highland Park, Ill. 60035

Title: FREDERICK DOUGLASS SENIOR HIGH SCHOOL, PRINCE GEORGE'S COUNTY, UPPER MARLBORO, MD.

Objective: To strengthen reading activities through the provision of media suitable for senior high school pupils

Project: This school has recently been converted into a senior high school. It was therefore necessary to add to the media collection a large assortment of well-chosen, properly organized, and easily accessible media which reflect the interests of the young adults. The new and attractive materials enrich every area of the school curriculum and offer pupils and faculty the opportunity to satisfy their personal interest—whether in sports, politics, music, photography, or in several other areas.

Number of pupils served: 718 public secondary school pupils

Amount and type of title II grant: Basic grant, $1,596 (printed and audiovisual materials)

Other Federal program assistance: Coordinated with Vocational and Career Education Programs

Evaluation: Diagnostic inventory tests; analysis of use of materials

Further information: Mr. Edward Barth, Supervisor of Libraries, Prince George's County Board of Education, 14605 Maine St., Upper Marlboro, Md. 20870

Title:	PROJECT TOSS (TURN ON STUDENTS SYSTEMATICALLY), GERTRUDE SCOTT SMITH ELEMENTARY SCHOOL, AURORA, ILL.
Objectives:	To (1) improve reading achievement, and (2) provide multimedia experiences related to pupil interests, feelings, and emotions, as well as to their classroom experiences
Project:	The media center program is designed to contribute to individual development and self-knowledge. Staff development opportunities for teachers will assist them in learning how to design media activities that will help pupils gain new insights into themselves and others, and develop principles for daily living. The relaxed, informal atmosphere of the media center gives pupils confidence in their ability to use media for pleasure and in relation to school work. Parents and community resources will be utilized to add another dimension to learning opportunities.
Number of pupils served:	850 public elementary school pupils
Amount and type of title II grant:	Special-purpose grant, $5,000 (printed and audiovisual materials)
Evaluation:	Use of standardized tests measuring self-concept, reading, language arts, study, and communication skills; parent-attitude survey; preschool oral test
Further information:	Mr. Harold G. Fearn, Superintendent, Aurora West District #219, Aurora, Ill. 60506; telephone 312-896-3082 Mr. John Williams, Principal, Gertrude Scott Elementary School, 1332 Robin Wood, Aurora, Ill. 60506; telephone 312-897-2603

Other Federal program assistance:	Reading aides and some materials under ESEA title I.
Further information:	Mrs. Florence Robinson, Curriculum Consultant, Nye County School District, P.O. Box 113, Tonopah, Nev., 89049; telephone 702-482-6258

Title:	EAST WOONSOCKET ELEMENTARY READING PROJECT, WOONSOCKET, R.I.
Objectives:	To develop the skills needed for fluent reading and acquire basic habits of reading widely for pleasure and for information
Project:	There is an aura of excitement about the colorful, well-equipped library media center in this school. The children and teachers, going in and out of the center all day, seem to have an air of expectancy—they know that this is one area where everyone will enjoy himself, or at least this is what a visitor feels when he watches the children and teachers. Whether browsing through the shelves of books, settling down with a filmstrip viewer, listening to records, or gathering around the library media specialist who is about to read them a story, the children seem to know that here is something that has meaning for them. Close cooperation of teachers, reading specialist, principal, and media specialist was planned to change the students' attitudes toward reading through challenging the gifted pupil with independent study and the slow learner with appropriate materials.
Number of pupils served:	332 public elementary school pupils
Amount and type of title II grant:	Special-purpose grant, $8,300
Evaluation:	Standardized testing and comparison with a control group
Further information:	Mr. Louis Leveille, Coordinator of Library/Media Centers, Woonsocket Public Schools, Woonsocket, R.I.; telephone 401-762-0842. Miss Nancy Wegimont, Library Media Specialist, East Woonsocket School. Woonsocket, R.I. 02895; telephone 401-766-4781

Title:	MULTIMEDIA RESOURCES FOR READING, CARSON CITY SCHOOL DISTRICT, CARSON CITY, NEV.
Objective:	To help children improve skills and techniques that are required for reading
Project:	This project provides for the acquisition of media suitable for reinforcing instruction in the basic reading skills for pupils in the first three grades. Media is selected so that pupils can participate in a variety of experiences and so that concepts found in print will have meaning and can be interpreted intelligently. Easy-to-read books are used to supplement textbooks and assist pupils to acquire a basic stock of sight words. Multimedia activities are planned to assist pupils in acquiring the visual and perceptual skills needed for easy word recognition and fluent reading. Materials at varying levels of ability assist in development of the ability to use contextual and typographical clues as aids to meaning. Varied types of reading—books, pamphlets, the text of filmstrips, etc.—are introduced so that pupils can learn to adjust their reading pace to the purpose for which it is being used. Implementation of the program is coordinated by the

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Title: MOTIVATING AND TEACHING READING THROUGH A PROGRAM OF CAREER DEVELOPMENT, HORACE MANN HIGH SCHOOL, GARY, IND.

Objective: To stimulate a genuine need for and interest in reading

Project: This school's faculty is making a real effort to adjust to a change in school population by taking a more pragmatic approach to instruction based on career education. The strategy includes development of a ninth-grade-level study-skills course revolving around the world of work. The school media center is well stocked with materials to fit the ages and interests of all pupils, and especially career-oriented materials directly related to vocational goals. Plans are to help pupils improve in basic skills—not just to enable them to reach some particular academic grade level but to develop the reading and study skills needed for their own purposes. An additional emphasis will be placed on increased use of community resources.

Number of pupils served: 1,801 public secondary school pupils

Amount and type of title II grant: Special-purpose grant, $6,785

Evaluation: Pretesting and posttesting; teacher evaluation of pupil attitudes and behavior; social and academic growth as measured in classroom activities

Further information: Mary Oppman, Project Director, Horace Mann High School, 534 Garfield St., Gary, Ind. 46407; telephone 812-888-3111

Title: SALEM HIGH SCHOOL, SALEM, N.J.

Objective: To encourage reading for all pupils

Project: In this project, an effort is being made to reach the hardcore nonreader with the remedial program and also to entice him to the school media center to change his image of media staff from keepers of books to dispensers of records, tapes, posters, or whatever interests him. At the opposite end of the scale is a concerted effort to broaden the reading interests of gifted pupils. In one unusual activity, the school media specialist accompanied a group of pupils to a paperback bookstore to select books for the media center. Many pupils selected books that were already in the center's collection and were astonished to discover that their selections were available at the center. They were also surprised at the school's eagerness to have their suggestions and its willingness to buy books they recommended. On returning to school, the books were unpacked and listed, and the pupils were allowed to borrow them that very day to keep interest from cooling. Two carts of books were sent to classrooms for pupils to look at and teachers spent the day happily checking out books to excited pupils. The media specialist reports that the bookstore trip was a highlight of the school year and stimulated an interest in books which has not diminished.

Number of pupils served: 875 public secondary school pupils

Amount and type of title II grant:	Special-purpose grant, $12,500 (printed materials); $12,500 (audiovisual materials)
Other Federal program assistance:	Coordinated with ESEA title I remedial reading program
Further information:	Mrs. Anna Jane Messinger, Librarian, Salem High School, Walnut St. Rd., Salem, N.J. 08079; telephone 609-935-3900

Title:	RECREATIONAL READING THROUGH A COMPREHENSIVE PAPERBACK LIBRARY, TIPPECANOE JUNIOR HIGH SCHOOL, LAFAYETTE, IND.
Objectives:	To improve reading skills and increase interest in recreational reading
Project:	Paperback books have been extremely successful in this school in reaching a diverse, multiethnic pupil population. This school extended the paperback book program from the media center to the classroom by loaning abundant, changing collections of fresh new paperback books to stimulate reading. Many titles printed in Spanish are included. It is intended to flood the classroom with attractive books in order to overcome negative attitudes toward reading. The collection of audiovisual materials and of periodicals has also been strengthened to reach the same pupil population.
Number of pupils served:	750 public junior high school pupils
Amount and type of title II grant:	Basic grant, $1,182; special-purpose grant, $15,870
Other Federal program assistance:	ESEA title III, $731
Evaluation:	Teacher evaluation of pupil response concerning improvement in reading and attitude toward reading; increase in use of media; analysis of reading achievement scores
Further information:	Joseph Boyd, Project Director, Tippecanoe Junior High School, 609 N. Ninth St., Lafayette, Ind. 47901; telephone 317-742-1141

Title:	UNLOCKING THE ENGLISH LANGUAGE AND AMERICAN CULTURE TO FOREIGN-BORN CHILDREN, ST. STANISLAUS ELEMENTARY SCHOOL, CHICOPEE, MASS.
Objective:	To develop the learning potential of bilingual pupils
Project:	More than 30 percent of the pupils in this school are Polish speaking. Some are foreign-born, and some are children of foreign-born parents of Polish extraction. The school is assuming a major responsibility for acclimating pupils to the English language and aiding them in adopting the American culture, while encouraging continued respect for and interest in Polish culture. In order to facilitate learning, a multisensory approach is being made to reading instruction, utilizing a combination of visual-motor materials, sound filmstrips, tape-oriented programs, and books. Tutors, a psychologist, reading teachers, a speech therapist, student teachers, and

aides, along with classroom teachers and the media specialist, form teaching teams. The most important effect of the project has been development of a casual, relaxed, yet stimulating and academically inviting, atmosphere. Pupils are beginning to demonstrate a more positive self-image, one of healthy relationships and interaction among themselves, their teachers, and the learning process.

Number of pupils served: 522 private elementary school pupils

Amount and type of title II materials loaned: Special-purpose project, $4,800 (printed and audiovisual materials)

Other Federal program assistance: Integrated with ESEA title I project

Evaluation: Observation of pupil attitudes and reaction to the learning atmosphere; school-home relationships; pupil achievement

Further information: Sister Katherine Marie, Principal, St. Stanislaus Elementary School, 540 Front St., Chicopee, Mass. 01013

Title: LADDERS TO CLIMB, VALMEYER GRADE SCHOOL, VALMEYER SCHOOL DISTRICT #3, VALMEYER, ILL.

Objectives: To (1) design a reading program that will reach all pupils, improve pupil attitudes toward reading, using the school media center, and toward learning; and (2) promote school-community involvement

Project: Pupils contract with the media center for a personal reading program, coordinated by a teacher or aides. The contracts provide for a planned sequence of reading to promote variety in content, type, style, and interest areas. The kickoff for the program is a fall Reading Festival. During the school year, pupils will be encouraged to integrate their reading with their private interests, as well as with their school assignments. Media center and classroom displays, bulletin boards, and bibliographies are used to suggest more varied types of books and new areas of interest. At the end of the school year, pupils will have an opportunity to evaluate their patterns of reading and recognition will be given to reading accomplishments.

Number of pupils served: 589 public elementary and secondary school pupils

Amount and type of title II grant: Special-purpose grant, $5,000 (printed and audiovisual materials)

Evaluation: Attitude and reading interest surveys; standardized tests

Further information: Mr. Harold R. Baum, Superintendent, Valmeyer School District #3, Valmeyer, Ill. 62295; Mr. Ura L. Henke, Principal, Valmeyer Grade School, Valmeyer, Ill.; telephone 618-935-2229

Title: SECONDARY READING PROGRAM, MIDVIEW LOCAL SCHOOLS, LORAIN COUNTY, GRAFTON, OHIO

Objective: To develop a language arts program for nonreaders of junior high school age

Title:	READING-RELATED SCHOOL MEDIA PROJECT, SHAWNEE HIGH SCHOOL, SHAWNEE COMMUNITY UNIT #84, WOLF LAKE, ILL.
Objectives:	To (1) increase interest in reading; (2) develop planning, research, writing, and organizational skills; (3) acquire skill in the production of media; (4) stimulate pride in local history
Project:	This learner-centered program revolves around production of a multimedia kit on the history of the Shawnee area, with the ultimate goal of publishing a book on the subject. Pupils will research topics, conduct interviews with local citizens, and build the kit through writing and producing their own material. The project will enable pupils to pursue self-directed learning of all kinds and help them gain new insight into themselves and their community. The project will also render a service to other teachers and pupils in the area since the completed kit can be duplicated and used in the future for social studies classes.
Number of pupils served:	252 public secondary school pupils
Amount and type of title II grant:	Special-purpose grant, $5,000 (printed and audiovisual materials)
Evaluation:	Standardized study skills tests; test of visual literacy; attitude and interest inventories
Further information:	Mr. Donald R. Coleman, Superintendent, Shawnee School District #84, Wolf Lake, Ill. 62998; Mr. Murlin Hawkins, Principal, Shawnee High School Wolf Lake, Ill. 62998; telephone 618-832-5307

Title:	DORCHESTER COUNTY BOARD OF EDUCATION, CAMBRIDGE, MD.
Objectives:	To (1) develop the skills needed for easy word recognition and fluent reading, and (2) acquire the habit of reading for pleasure and information
Project:	This project addresses a perennial problem of many secondary schools—how to bring pupils up to grade level or to a reading level commensurate with their ability. Pupils attending secondary school in this rural, semi-isolated county have access to a diverse collection of low-vocabulary, high-interest reading matter to assure that all pupils will have resources geared to their varied abilities and related to their personal interests. Media specialists are ready with suggestions to help teachers develop new techniques and methods as they move away from textbook teaching to greater use of other media. Both teachers and media specialists will create opportunities to talk with individuals and groups about books, periodicals, and newspapers related to pupil interests.
Number of pupils served:	3,080 public secondary school pupils
Amount and type of title II grant:	Basic grant, $11,233 (printed materials)
Other Federal program assistance:	Coordinated with projects funded under ESEA title I and NDEA title III
Evaluation:	Standardized tests; individual records of free reading
Further information:	Mr. Thomas Flowers, Supervisor of High Schools, Dorchester County Board of Education, Cambridge, Md. 21613

Amount and type of title II grant:	Special-purpose grant, $3,000 (audiovisual materials)
Other Federal program assistance:	NDEA title III matching funds for equipment, $2,400
Evaluation:	Assessment of student use of media; analysis of pupil opinions and recommendations; reading achievement of pupils
Further information:	Mr. Sam Robinson, Principal, Pembroke Elementary School, Pembroke, Va. 24134

Title:	MEDIA CENTER MATERIALS TO EXTEND THE READING PROGRAM, LANDER COUNTY SCHOOL DISTRICT, BATTLE MOUNTAIN, NEV.
Objective:	To improve reading achievement and study skills
Project:	All reading and learning activities in this school are directed toward helping youngsters acquire lifetime interests and habits in personal reading and learning. The media program provides the depth, breadth, and variety of reading, listening, and viewing experiences essential to fostering these habits. Many books have been selected for slower readers which contain good material, consciously adjusted in vocabulary and sentence structure to the needs of learners at various levels but not "written down" for slow readers. Every effort is made to identify special reading needs and interests in order to gear media selection to special needs. Creative followup activities such as painting, drawing, and writing carry reading into other areas of the curriculum. It is hoped that this project will move pupils toward the two major goals of helping them master the reading process to the point where it becomes effortless and where permanent interest and participation in reading will lead to the rewards reading has to offer.
Number of pupils served:	400 public elementary school pupils
Amount and type of title II grant:	Special-purpose grant, $901
Evaluation:	Comparison with Nevada's new media standards; use of standardized reading tests for pretests and posttests; teachers' observations; and circulation records
Further information:	Mrs. Sarah McGill, Librarian, Lander County School District, Box 273, Battle Mountain, Nev. 89820; telephone 702-635-2886

Title:	MULTIMEDIA SERVICES PROJECT, MARTIN LUTHER KING, JR., SCHOOL, OAKLAND UNIFIED SCHOOL DISTRICT, OAKLAND, CALIF.
Objectives:	To encourage the use of media in all areas of the curriculum and improve the learning atmosphere of the school
Project:	This school is becoming equipped to meet the development needs of the educational program and the personal interests of pupils. The title II project has provided the pupils with all manner and kind of media essential to the elementary school

curriculum and to meeting the needs, interests, abilities, progress rate, and concerns of the pupils. There is no sight and sound barrier to any kind of media. Provision is made for reading, viewing, listening, media production, and video-tape recording. An extensive media take-home program includes filmstrips, filmloops, records, tapes, art and study prints, and accompanying equipment. The media center's pattern of operation offers pupils the freedom to read, study, and explore as they see fit. A teaching and learning program leads out of classrooms and into the media center where media and media services can individualize and humanize the educational process.

Number of pupils served: 486 public elementary school pupils

Amount and type of title II grant: Special-purpose grant, $21,000 (printed materials); $9,075 (audiovisual materials)

Other Federal program assistance: ESEA title I funds used for equipment

Evaluation: Standardized tests; study skills test; use of materials; attitude surveys

Further information: Dr. Marcus Foster, Superintendent, Oakland Unified School District, Oakland, Calif.; Mrs. Minnie B. West, Principal, Martin Luther King, Jr., School, 960 10th St., Oakland, Calif. 94607; telephone 415-465-5146

Title: MEDIA CENTER RESOURCES FOR CULTURALLY DISTINCT AND GEOGRAPHICALLY ISOLATED CHILDREN, NEY COUNTY SCHOOL DISTRICT, TONOPAH, NEV.

Objective: To improve achievement in reading and other subjects and enrich through media the experiences of Spanish-surnamed and Indian pupils

Project: In this project, the interests and personal needs of pupils as well as their levels of reading ability play an important part in determining the kind and quantity of materials needed. The project is particularly directed toward the needs of American Indian pupils, selecting materials to suit their varied reading levels and materials that have been evaluated from an Indian frame of reference. Materials have also been selected for the use of the Spanish-surnamed pupils who attend the county schools, providing bilingual materials as well as books and media concerned with the culture of Spanish-speaking countries. The right-to-read objective will be emphasized in that provision will be made for a vast amount of pleasurable reading experiences in school. The intent is to create a climate which will enable pupils to develop a healthy concept of themselves—one which tells them that they have dignity and worth as individuals who can learn what they need to know for a productive and satisfying life.

Number of pupils served: 790 public elementary school pupils

Amount and type of title II grant: Special-purpose grant, $1,994

Evaluation: Locally devised student opinionnaire and circulation records.

Other Federal program assistance:	NDEA title III funds for equipment, $515
Evaluation:	Pupil achievement; pupil and teacher attitudes; parent questionnaire
Further information:	Mrs. Peggy Owen, Materials Center Coordinator, Butterfield Trail Elementary School, Old Missouri Road, Fayetteville, Ark. 72701; telephone 501-521-3303

Title:	JUNIOR GREAT BOOKS PROGRAM, STATE DEPARTMENT OF EDUCATION, MINNEAPOLIS, MINN.
Objectives:	To (1) develop comprehensive and critical response in reading; (2) acquire habits of diversified reading of good literature for knowledge and pleasure
Project:	The Junior Great Books Program is intended to stimulate academically talented pupils in grades three through high school to read and enjoy good books. The program provides for reading carefully selected books and then, through, Socratic-type discussions, pupils are challenged to use higher levels of thinking application, analysis, synthesis, and evaluation. Discussion leaders are trained to ask certain questions to point up the issues in the books. Students who seldom volunteer in the discussion or who need help in learning to generalize from their reading are encouraged to contribute, first on a very concrete level and then later at a more sophisticated level. Leaders learn from each discussion what new reading and thinking skills are needed by pupils. They may, for example, identify the need of some pupils to read carefully in order to compare and contrast different incidents or note difficulties in connecting causes and effects. Assignments for the study of the next books to be read may be made in such ways that pupils will be encouraged to read more carefully or to analyze a sequence of events to determine what happens as a result. Books used are passed on to new groups of children each year; however, new books for the program are also purchased annually.
Number of pupils served:	210 public elementary school pupils in five school districts (White Bear, Minneapolis, Hastings, Centennial, and St. Paul)
Amount and type of title II grant:	Special-purpose grant, $1,569 (books)
Evaluation:	Questionnaire to be completed by group leaders, pupils, and school principals; on-site visits by State Department of Education staff
Further information:	Mrs. Lorraine Hertz, Consultant for the Gifted, State Department of Education, Capitol Square, 550 Cedar St., St. Paul, Minn. 55101

Title:	MULTIMEDIA RESOURCE CENTER, GONZALES UNION HIGH SCHOOL, GONZALES UNION HIGH SCHOOL DISTRICT, GONZALES, CALIF.
Objective:	To increase student achievement in all fields with special emphasis on communication skills, bilingual education, and career education
Project:	The major assumption behind this project is that when the concerns and needs of

Further information: Miss Evelyn Moore, Coordinator, Language Arts, Division of Instruction, Corpus Christi Public Schools, P.O. Box 110, Corpus Christi, Tex. 78403 (telephone 512-883-5216)

Title: MATERIALS PROJECT IN READING, ROCKDALE COUNTY PUBLIC SCHOOLS, CONYERS, GA.

Objectives: To (1) raise pupil achievement levels to the maximum potential through proficiency in reading, (2) develop positive attitudes toward self and school, and (3) motivate learning through self-directed study

Project: To supplement both developmental and remedial reading programs, five elementary schools and one junior high school are building media collections that are relevant and appealing to pupils. Special teachers assist pupils whose reading problems interfere with their progress in specific subjects. Appropriate reading activities are planned to include work on vocabulary of the subject area, and reading which supports specific course content but is on a simpler reading level.

Number of pupils served: 3,650 public elementary and secondary school pupils

Amount and type of title II grant: Special-purpose grant, $4,473 (books and other printed materials); $15,527 (audiovisual materials)

Other Federal program assistance: ESEA title I funds used to provide reading teachers, and NDEA title III matching funds used for equipment

Further information: Mr. Charles A. Kennedy, Superintendent, Rockdale County Schools, Conyers, Ga. 30207

Title: FREE-READING PROGRAM, STEPHEN DECATUR HIGH SCHOOL, WORCESTER COUNTY, BERLIN, MD.

Objective: To encourage all students to discover the joys of reading

Project: Everything stops for 30 minutes every day in this school, and everybody reads. A special collection of appealing, relevant paperback books is available, but students are free to bring books, magazines, and newspapers from home. Books about the black experience are popular with all students. The most popular magazines are *National Geographic, Hot Rod, Sports Illustrated, Field and Stream, Time, Newsweek,* and *Life.* Book-swapping is epidemic. Students are asking for more time for reading and the opportunity to discuss books with others who have read them. Discussion sessions and book reviews over the school public address system are planned. There is evidence that student taste is improving. Some students are reading for pleasure for the first time. Teachers report a change in the entire tone of the school since the project began.

Number of pupils served:	800 public secondary school pupils
Amount and type of title II grant:	Special-purpose grant, $7,000
Evaluation:	Reading achievement tests; teacher observation; reactions of students
Further information:	Mrs. Gladys Burbage, Principal, Stephen Decatur High School, Berlin, Md. 21863

Title:	SKILLS-ORIENTED LANGUAGE ARTS PROJECT, ACADEMY JUNIOR HIGH SCHOOL, HAMPTON, N.H.
Objectives:	To analyze the language-arts skills of pupils and develop directions for improving them, and to motivate interest in learning
Project:	Eleven schools in Supervisory School Union No. 21 are served by an instructional materials center. Materials used to develop the reading and communication skills of pupils include tape and disc recordings, films, filmstrips, slides, kits, and library books. Space and equipment are available for preparation of additional audiovisual materials. Older pupils who need further help with reading skills are chosen to tutor younger pupils. Individual and small group instructional methods are used. Teachers feel that library materials are essential to a fully developed reading program and make good use of available media to advance instructional objectives.
Number of pupils served:	488 public elementary school pupils
Amount and type of title II grant:	Basic grants, $22,791 (books, other printed and audiovisual materials); special-purpose grant, $2,500 (audiovisual materials)
Other Federal program assistance:	ESEA title III funds used for original equipment; program now funded by the school districts served
Evaluation:	Analysis of achievement scores; attitudinal and behavioral surveys; followup studies of students as they enter high school
Further information:	Mr. Paul O'Neil, Superintendent, Supervisory School Union No. 21, Hampton, N.H. 03842; Mrs. Dorothy Little, Library Services, Supervisory School Union No. 21, Hampton, N.H. 03842 (telephone 603-926-8992); Mr. Richard Annis, Principal, Academy Junior High School, Hampton, N.H. 03842

Title:	ESEA TITLE II, PHASE II PROJECT, WASHINGTON ELEMENTARY SCHOOL, BURLINGAME ELEMENTARY SCHOOL DISTRICT, BURLINGAME, CALIF.
Objectives:	To (1) improve reading skills, (2) develop desirable attitudes toward reading and learning and raise achievement in other elementary school subjects; and

	teachers and administrators the function of the media program in the instruction process
Project:	The media-center collection in this school was carefully chosen to meet the needs of the instructional program while meeting the needs, interests, goals, abilities, reading disabilities, and learning styles of individual students. A reading laboratory is located near the media center. Planned activities in the media center enrich and reinforce classroom reading and learning experiences. These include storytelling, unployed to acquaint children with good literature, teach them to listen, and build interest in reading. Another activity is a student tutoring project to help pupils overcome learning problems.
Number of pupils served:	480 public elementary school pupils
Amount and type of title II grant:	Special-purpose grant, $17,451 (books and other printed materials); $21,291 (audiovisual materials)
Other Federal program assistance:	ESEA title I funds, $19,690 for remodeling, equipment, and personnel
Evaluation:	Pupil activity interest inventory; diagnostic tests in reading and mathematics; behavioral and attitudinal tests for parents, teachers, and pupils
Further information:	Mr. James Mitchell, Principal, Highland Elementary School, P.O. Box 1031, Monterey, Calif. 93940 (telephone 408-649-7461)

Title:	REMEDIAL AND RELUCTANT READERS PROJECT, SUPERVISORY UNION NO. 32, EAST MONTPELIER, VT.
Objectives:	To give remedial instruction in reading and to make library materials available to rural pupils with insufficient cultural opportunities and low vocational aspirations.
Project:	This project helps disadvantaged pupils overcome environmental and educational inadequacies through the provision of instructional materials which will capture and sustain their interest in learning. Interesting books are selected which are suitable in vocabulary and sentence structure to the various needs of learners but not "written down" for slow readers. A particular effort was made to select relevant materials, e.g., content that helps pupils understand their world today, career information, exciting episodes of courage and skill, and books that give insight into how people feel and what motivates them.
Number of pupils served:	1,600 public elementary and secondary school pupils
Amount and type of title II grant:	Special-purpose grant, $3,200 (books and other printed materials); $1,800 (audiovisual materials)
Other Federal program assistance:	Coordinated with reading program funded under ESEA title I

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Evaluation:	Attainment of instructional objectives; standardized tests; analysis of student attitudes and behavioral change
Further information:	Mr. Charles Johnson, Superintendent, Washington Northeast Supervisory Union, Plainfield, Vt. 05667 (telephone 802 454-8332); Mrs. Patricia Fowler, Media Specialist, Union High School No. 32, East Montpelier, Vt. 05667

Title:	REMEDIAL READING PROGRAM, LOVELADY ELEMENTARY SCHOOL, LOVELADY INDEPENDENT SCHOOL DISTRICT, LOVELADY, TEX.
Objectives:	To (1) improve pupils' classroom performances in reading and develop other communications skills, (2) improve their verbal skills, and (3) help pupils develop positive attitudes toward school and education
Project:	A library has been established in this elementary school as an integral part of the reading program. Guidance and instruction are provided by remedial teachers. Students and teachers select interesting library materials for use in the classroom and for reading at home. Audiovisual materials, book displays, bulletin boards, assembly programs, book talks, storytelling, and reading aloud are used to make reading and learning meaningful and attractive.
Number of pupils served:	65 public elementary school pupils
Amount and type of title II grant:	Basic grant, $878 (books and other printed materials)
Other Federal program assistance:	ESEA title I funds, $68,401 for personnel, materials, and equipment
Evaluation:	Pretesting and post testing; anecdotal reports
Further information:	Mrs. Edna Lillian, Coordinator-Teacher, ESEA title I program, Lovelady Independent School District, Lovelady, Tex. 75851 (telephone 713-636-7636)

Title:	INDIVIDUALIZED EDUCATIONAL APPROACH, TRAPHAGEN ELEMENTARY SCHOOL, MOUNT VERNON, N.Y.
Objectives:	To provide (1) media appropriate for developmental language arts skill and reading in the content fields; (2) multiethnic media that will give students the opportunity to learn about the varied cultures of the United States; and (3) individualized instruction
Project:	A skill-based language arts program for the fourth, fifth, and sixth grades uses diagnostic procedures to group pupils into teams according to their abilities. Learning prescriptions are then written to meet the needs of each child. Under

	the team concept, and with the appropriate media available pupils are able to experience success in the skill areas at their own operational level. Groups are kept small enough so that teachers can give each pupil some individual help with reading. Pupils will have the same teachers for a 3-year period in order to build and follow a 3-year plan which will emphasize the needed skills for each child.
Number of pupils served:	467 public elementary school pupils
Amount and type of title II grant:	Special purpose grant, $15,000 (print and audiovisual materials)
Other Federal program assistance:	NDEA title III funds used to provide teaching materials and equipment
Evaluation:	Standardized reading tests; parent and teacher questionnaires
Further information:	Mr. Alfred M. Franko, Superintendent, Mount Vernon Public Schools, 165 North Columbus Ave., Mount Vernon, N.Y. 10550 (telephone 914-668-6580)

Title:	INSTRUCTIONAL MEDIA CENTER, VAN ELEMENTARY SCHOOL, VAN, W. VA.
Objectives:	To (1) stimulate interest in reading and increase reading skill; (2) improve attitudes toward school and learning; and (3) develop ability to think critically and evaluate information.
Project:	The new media center in this school facilitates the teaching-learning process in many ways. Some of these are: organizing collections of media and media equipment; calling attention to new materials; providing for browsing and independent study; fostering student use of media and equipment; and conducting workshops for aides and professional staff in use of media and media equipment. Teachers encourage reading by drawing out pupil interests and preferences, and by making special efforts to gather and organize reading materials to intensify pupil interest and lead pupils to discover the world of books and media.
Number of pupils served:	322 public elementary school pupils
Amount and type of title II grant:	Basic grants, $1,833; special-purpose grant, $200
Other Federal program assistance:	ESEA title I funds, $5,000 for personnel; NDEA title III matching funds, $5,100 for equipment; and ESEA title III funds for planning implementation
Evaluation:	Achievement test scores; use of materials; observation of changes in teaching patterns and student attitudes

Further information:	Mrs. Jan Matoon, Media Specialist, Van Elementary School, Van, W. Va. 25206

Title:	RIGHT TO READ PROJECT, HAZEN UNION SCHOOL, HARDWICK, VT.
Objective:	To foster reading growth for junior high school pupils through reading in the specific content areas of the curriculum
Project:	The reading program in this junior high school is carefully geared to the instructional program, by grade level and subject area. Emphasis is on developing student interest in reading, providing for individual differences, and teaching study skills. Pupils are encouraged to read trade books with subject content to extend their understandings beyond textbooks and to practice their reading skills. Audiovisual materials are used to meet needs that are not served by reading materials, and to furnish experience in critical listening and viewing and evaluation of other art forms.
Number of pupils served:	180 public junior high school pupils
Amount and type of title II grant:	Special-purpose grant, $2,400 (books and other printed materials); $800 (audiovisual materials)
Other Federal program assistance:	Coordinated with projects funded under ESEA title I
Evaluation:	Standardized tests; reading records; teacher evaluation; and use of materials
Further information:	Mr. Joseph O'Brien, Superintendent, Orleans Southeast District, Hardwick, Vt. 05843 (telephone 802-472-5787); Mrs. Margaret A. Inglehart, Librarian, Hazen Union School, Hardwick, Vt. 05843 (telephone 802-533-7754)

Title:	COUNTY RIGHT TO READ PROTOTYPE, BOARD OF COOPERATIVE EDUCATIONAL SERVICES, ROCKLAND COUNTY, WEST NYACK, N.Y.
Objectives:	To (1) develop a county model for reading instruction; (2) establish a diagnostic center for screening reading deficiencies; and (3) provide inservice education in reading for administrators, reading supervisors, and teachers
Project:	A county model for attacking the reading problem includes the following components: inservice education, county media center, laboratory experience for teaching personnel, and diagnostic center. The wide variety of multimedia materials and equipment available to reading teachers through the center are intended to serve as a catalyst to initiate diverse reading programs that will serve pupils according to need. As reading materials are used and evaluated by pupils and teachers, information about materials found especially useful under different circumstances will be disseminated.

Evaluation:	Student and staff surveys; use of media; reading performance
Further information:	Mr. Paul O. Johnson, Superintendent, Salem School District, Salem, N.H. 03079

Title:	INDIVIDUALIZED READING PROJECT, HARRY S. TRUMAN ELEMENTARY SCHOOL, ROLLA PUBLIC SCHOOLS, ROLLA, MISSOURI
Objectives:	To (1) develop an individualized reading program; (2) motivate the development of good reading habits; and (3) encourage the continuation of reading interests
Projects:	A traditional classroom has been divided into six learning areas according to skills and student interests. The areas are designed for leisure reading, development of specific reading skills, and listening and viewing. Students work on different tasks, with access to a wide range of materials, and move readily from one activity to another. There is considerable freedom, with student interest a primary factor. Frequent student-teacher conferences also provide for considerable direction and order in the process. Reading, listening, and viewing experiences are shared through student-designed activity.
Number of pupils served:	280 public elementary school pupils
Amount and type of title II grant:	Special-purpose grant, $2,240 (books, other printed materials, and audiovisual materials)
Evaluation:	Standardized achievement and diagnostic tests; teacher observations
Further information:	Dr. John E. Roam, Superintendent, Rolla Public Schools, 8th and Cedar St., Rolla, Mo. 65401

Title:	READING CURRICULUM CENTER, DANBURY, CONNECTICUT
Objectives:	To provide pupils and teachers with appropriate media for reading development and to improve skill and interest in reading.
Projects:	An interdistrict reading curriculum center serves several school districts by giving assistance to school personnel engaged in assessing the status of reading programs and adjusting their programs to reflect current needs. Title II supports the center's activities through the provision of media appropriate for implementing the curriculums planned. Teacher analysis of the materials read will be used for guidance in future selections and teacher use of materials for teaching reading. Students will thus exercise much control over the selection of materials by the simple and direct procedure of reading and enjoying the books. Teachers will be given opportunities to discuss materials found particularly useful. Videotapes will be used for demonstrations of effective classroom use of materials.
Number of pupils served:	3,500 public elementary and secondary school pupils

Senator EAGLETON. That will conclude today's hearings on this subject matter.

Tomorrow morning at 11, we will have three additional witnesses. The committee is adjourned.

[Whereupon, at 4:20 p.m., the hearing was adjourned, to be reconvened at 11 a.m., the following day, Wednesday, April 5, 1973.]

READING EMPHASIS PROGRAMS, 1973

THURSDAY, APRIL 5, 1973

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 11:05 a.m., in room 6226, New Senate Office Building, Senator Thomas F. Eagleton, presiding pro tempore.

Present: Senators Eagleton (presiding pro tempore), Kennedy, and Beall.

Senator EAGLETON. Good morning ladies and gentlemen. The Subcommittee on Education of the Senate Committee on Labor and Public Welfare is once again in session to continue its hearings on matters relating to reading. This is the second day of 2 days of hearings.

Today we have a series of witnesses, the first of which is Dr. Daniel Fader, professor, University of Michigan, and author of a book entitled "The Naked Children," and also a book, "Hooked on Books," copies of which have been supplied to the committee. We are always pleased to have free copies, so if Dr. Fader is here, will he please step forward and give us his testimony.

Doctor, could you extemporize a bit. I know you do not have a prepared statement.

The subject matter we are inquiring into is the right to read or reading levels of students throughout the United States, and what effect the lack of reading skills has on a young person's chances either for gainful economic employment or to avoid falling into corrupt ways, et cetera.

Yesterday we heard from educators and the American Library Association. Today we have you, plus members of the Administration, and the Council for Basic Education.

Would you give us the benefit of such research as you have done as contained in your writings—frankly, I have not read any of your books; I apologize—which might give us some insight into the development of reading goals and the greater necessity for governmental assistance.

STATEMENT OF DANIEL FADER, PROFESSOR, UNIVERSITY OF MICHIGAN

DR. FADER. Yes, Senator.

I have read your speech, if you have not read my book. I heard your speech that was made on March 8 to the U.S. Senate in which you say—and I quote—"The right to read has been beset with problems other than lack of form and money."

You spoke of the grant which was made then, and then Representative Green's conclusion that perhaps 60-percent of that grant may have been misspent.

I would like to say that the right to read has often been translated as the obligation to read. The assumption that children will read because they have the right to read, because an organization is funded called the Right to Read, made up of people with the best intentions, who have done good work before and will do good work again, because such organization is set up to encourage them, is an assumption that has often been undermined by the translation of right into obligation.

My own work has been entirely directed at the notion of changing how children feel about reading so that we may then change how they perform.

To put it another way, in the bill that you have proposed to the Congress on page 5 you speak of in the case of pupils in attendance at elementary and secondary schools whose reading achievement is less than that which normally could be expected for pupils of comparable education and in comparable grades of education to provide remedial reading instruction and related services.

In our time the notion of remediation has been the notion of remediating performance. If a child does not read well, get him to read better by putting him in a remedial reading situation.

The serious question that many of us have been asking ourselves fairly recently, during the decade of the 1960's especially, is can you remediate performance if a kid does not feel very good about what he does?

I would say one useful addition to this bill could be a phrase like this at the end of section 1 on page 5, inserted in line 8: "to provide remedial reading instruction and related services, such as reading rooms, modeled after those in use in many schools in southeastern Michigan."

Let me tell you about that concept, which I have written about and would like to speak a bit about now. In cooperation with the businessman in southeastern Michigan—and I emphasize that it seems to me we have made too little use of the private sector of funding in this country—one of the greatest complaints we hear from employers is, "How can I improve their salary grades, how can I increase their earnings, when my employees cannot read?"

We might make use of that need in the private sector of our economy by doing as we have done in southeastern Michigan for the last decade on a burgeoning basis, attempting to get private financing of what has come to be known as the Reading Room, a room open in a school together with a library full of paperback books, newspapers and magazines, where children may discover that reading is not all performance; that reading may be some job; that reading can make a difference to them, not in terms of the tests they take but in terms of how they feel about themselves and their world.

I suppose if I have a thesis to argue before you today it is that any amount of money can be spent in training for teachers to teach reading, to remediate more students in their performance, and it will come to very little, as it has come in the last decade, until in fact we are able to remediate how children feel about reading.

Many of them see it as extraneous to their world, purposeless to what they do. They know perfectly well the television set is purposeful; it contains immediate pleasures; it does not need study to be interpreted, or they do not perceive it as such.

Reading—that is another matter. If reading is not of much use to their parents and to their community, as they perceive them, they will not perceive it as of much use, and it does not matter how much money the Federal Government or any section of the Government of this country spends upon reading remediation and spends upon the training of reading teachers until we face the fact that we are dealing with children whose feelings already are so negative about reading, what it is, and how it works, that they cannot be remediated for performance meaningfully.

Senator EAGLETON. The creating of a reading room seems to be a commendable proposal, but what other suggestions would you have in this amorphous area of how someone feels about reading?

I agree there has to be motivation, desire, interest, et cetera. How do we legislate that?

Dr. FADER. I think that it can only be legislated if it can be legislated by the support of efforts toward teaching which are based upon having more than a single teacher teaching reading or English, whatever it may be called, having children who are practical children come to realize that, practically speaking, there is no place to hide in the school, and therefore, if you do not learn to read and write, you have learned nothing at all.

To diffuse the responsibility for reading throughout the faculty of the teaching school, and to saturate the school and the children with those kinds of reading material like them is the important thing.

To put the question another way, do you suppose it is possible to teach soft bound lightweight impermanent children with hard bound heavyweight permanent materials?

If you are a genius, you can teach children with anything. If not, it seems to me you must convince children the materials are like them, rather than trying to make the children like the materials.

Therefore we have tried to use soft bound, temporary, lightweight materials with children who describe themselves in that way.

It is possible I believe to make moneys expendable upon ephemeral materials. One of the painful misinterpretations of previous legislation has been that the materials purchased must be purchased in a way that they can be shown to be present in the schools year after year—"We spent our money on *x*; you see it is here. If you come to inspect us, there it is."

Indeed it might be worthwhile purchasing materials that do not last, materials that children use up, materials that disappear from the school and go into the community.

You and I both know that you cannot teach anything in a school which the community does not value. If the community does not want it, it does not matter what you do in the classroom. We know the school is not a panacea. If we do not get the materials into the classroom, into the community, if we do not make the materials attractive enough for the kids to take out of the school and into their homes, we can hardly teach with those materials.

Senator EAGLETON. Suppose you had a classroom of 40 students and 1 teacher, in an inner-city situation. Let us say it is the sixth grade, and 30 out of the 40 students have a reading level of second or third grade.

I am not saying that every classroom is like that, but there are some that would fill that sad statement.

Suppose you have a reading room down the hall, and you put in it some paperback books and some other disposable reading material that you suggest. How do you get all 40 of them to the reading room—the 10 who are up to their sixth grade level would probably be good enough if we motivated them to go to the reading room—but what do we do with the 30 who are reading at the second or third grade level?

Dr. FADER. My first comment is that no teacher has ever successfully taught 40 students, and as soon as that is publicly admitted in the United States we have a chance of taking those other 30 and doing something useful with them.

For instance, there is not a teacher—unless that teacher is a genius, and we have no need to be concerned with geniuses—but like all the rest of us, attempting to teach 30 or 40 students in a classroom, that teacher reaches maybe 5 in the middle, 3 at the top, 5 at the bottom, and the rest you hope manage to come along in that wave of learning which you hope you create for all in the classroom.

So the first recognition has to be that no teacher can teach 30 or 40 students. No one ever has. I think the first thing is to admit what schools can do, and what schools really do.

I think to answer directly we might begin by giving more responsibility to more teachers for those 30 or 40 students—paraprofessionals, if you like, people trained to care about children—not trained necessarily to teach reading, that is another matter, but trained simply to care about children, to go with them to the reading room, to introduce them to those materials, to be responsible for them.

The only difference we have been able to discover between children who succeed and children who do not succeed, if all other variables are the same, is the interest of one or more people in those children.

Children who have a sense that they are being ignored, that their needs are not being met by the school, are children who clearly never will and never have met the requirements of school.

I suppose, to put it another way, it is that paperback materials, newspapers, magazines, paperback books, are no cure-all; they never have been and they never will be.

They do, to begin with, convince children the school is interested in them because they are more like children than the customary hardbound textbook, but in fact if more attention is not paid to their needs, those materials are of little use.

One of the things which gives us a problem with the proposed legislation is that in many ways it proposed to remedy what more than a single bill or piece of legislation can hope to do.

The right to read, reading, is fundamental. Many of the efforts of many well-intentioned people have succeeded or failed as they have had individual energies put into them, but very few if any have managed to perpetuate themselves because still we believe that what we are remediating is how children perform, rather than how they feel about how they perform.

Your bill is aimed at remediating part of that problem. I think it might start with how the children feel about themselves, rather than what they do.

Senator EAGLETON. Are you saying we have a chicken and an egg situation here? You are saying we have to work on how children feel about the situation, which I think is important, which I think is indispensable.

Let us take this same sixth grade classroom that I am talking about. Assume we have 2 teachers for that classroom, so they could break it up into 2 sections, so each section had 15 grade students with a second- or third-grade reading equivalency. How do you motivate that low achiever, that low scorer?

Do you not have to do a little remediating first before you can motivate him?

Dr. FADER. So far as we can tell from the work that we did, which is summarized in "Hooked on Books," the children who are apparently "can't" readers are most of them "won't" readers, children who have discovered it hurts too much, who go to school but who in fact, rather than learn to read, discover that to take reading tests and to read the books given them is simply a painful operation, and decide not to read.

Our own proof, satisfying to us and others who have followed our patterns of work, is that indeed most of these children can read and will read when it is made attractive enough and stressed less in the school.

So then again my argument is we have for a long time been attempting to remediate what really did not need remediation.

Senator EAGLETON. Senator Beall.

Senator BEALL. On those points that you just made, Doctor, are you suggesting then that we should reduce the class size or to do something to teach teaching?

Dr. FADER. I am trying to suggest a reality. There are many things you and I would like to see happen in the schools. We would like to see twice as many teachers, but for a long time we will have 30 or 40 students in a class, with perhaps 1 trained teacher, trained in the sense of being certified, in the classroom.

It seems to me it is possible to reduce the responsibility that teachers must take for all of those students by giving her or him all of the help that he or she can receive in the classroom, which would be described by people who have been trained to pay attention to children.

These people are automatically trained by the fact of being mothers and fathers to pay attention to a child, to care enough to go with them to a reading room, to help them select books.

What I am suggesting is not a problem of the chicken and the egg, but where we find ourselves presently with the system with all the good will in the world, the only system that has ever attempted to educate all of its children, the only country, where we are having an apparently spectacular failure in the ability of our children to read successfully as we test it.

I think there is much wrong with the tests to begin with, but even more so there is much wrong with what we think can be done in the classroom. We cannot have 1 teacher handle 30 or 40 students, and he or she knows it.

TEACHERS OF READING

Senator BEALL. I recently introduced a bill on this subject matter, and I would like to have your comments, if you have time to give those comments after reading it.

I made some suggestions on the assumption that one of the problems we have is that we have not really required specialized training in the teaching of reading as we have in other subjects.

We require teachers to take courses in art if they are to become art teachers. We require special training if they are going to teach music—they have to take courses in music and the teaching of music. Even in the physical education department, this is required.

We checked around the country and found in most States there is a very minimal requirement in order to receive certification for a teacher to teach reading. They take maybe one course in the whole subject of reading or language arts.

We are wondering if we cannot improve this situation by requiring a degree of specialization on the part of the teacher. As Senator Eagleton has pointed out, and I agree, you have to have a proper attitude, but in order to develop a proper attitude you have to teach the child to read first somehow.

When some children enter school, they often have not been exposed to or encouraged to read. He has to be taught to read before he can appreciate reading. Is that not correct?

Dr. FADER. I think you are right, Senator, but I think to place emphasis upon students who really do not learn to read after 3 years in school is perhaps to place the emphasis in the wrong place on what our troubles are as far as our teachers of reading.

Senator BEALL. I am talking about the first 3 years of learning.

Dr. FADER. So am I. I think at the end of the first 3 years, so far as I can tell, most children, no matter what the method used to teach them to read, have in fact learned to read to a level at which if reading were made very attractive and utterly necessary to them in succeeding years would in fact succeed better than they do.

This is our whole thesis of the kids who will not read and cannot read. I think much can be done to improve this.

I think, however, that to identify the teaching and learning in the first three grades as the source of the reading problem in our schools in this country is perhaps to identify it too exclusively.

Senator BEALL. I am not suggesting that is the source of the problem. I am suggesting one of the ways to prevent the problem further down the line is to provide a better base.

Dr. FADER. Amen.

RECOGNITION OF ACHIEVEMENT

Senator BEALL. We have a little gimmickry in our bill—and I do not like to call it gimmickry but that is what it is. During the 1950's, it seems we were concerned about the physical ability of the young, and we developed physical fitness programs in schools around the country in order to motivate children in the physical fitness area, and awards were given to children for meeting certain physical fitness requirements.

I suggest we give reading awards to schools for achievement or improvement in reading. Do you think this has some appeal?

Is this the kind of thing that develops attitudes that place emphasis on subject matter and induce people to get involved?

Dr. FADER. Senator, I think it might work. I think you have to ask yourself what you want in the long run to determine what to do. I can tell you what I would like to see in the long run, and that is children who become people who will read without the pressure of school or classes or teachers or instruction or direction, people who in fact will choose to read after they have left school.

It seems to me that the people who read, who graduate from our schools at whatever level, are a book seller's disaster. In fact, they do not purchase books, they do not read books.

Reading has become a most unattractive form of recreation or form of learning for them.

I think you can give prizes, and I think you can cause the level of reading performance to rise. There are surely ways to do that, and you may find one way to do it. I think in the long run perhaps you will discover what you have done is to create children who perform well in reading in the school and who do not care to perform any more.

Senator EAGLETON. Doctor, at the University of Michigan are you in the graduate school of education?

Dr. FADER. No. I am professor of English.

Senator EAGLETON. So in your professional capacity you are not engaged in training teachers.

Dr. FADER. I am. I train teachers for the doctor of arts degree and the teaching of English is a new Ph. D. made to run parallel to the Ph. D. This is to train teachers instead of researchers. We began it a few years ago. I teach a class also in the inner city.

Senator EAGLETON. What are the new teaching techniques on the graduate level as far as teaching teachers about some of the motivational qualities of reading, such as described to this committee?

Dr. FADER. For instance, we teach our teachers, so well as we can teach them and they teach us—most of the teachers in the doctoral program are experienced teachers who have come back because they are dissatisfied with what they are doing and how they do it.

We pool our dissatisfactions, and one of the methods we have come up with in that pooling is pairing, to pair every student in every classroom with another student.

To put it another way, no child may move through school reproducing his own sense of isolation and singularity, so every student is responsible for another student.

One of the few values anyone has ever found for growing up poor in the inner city of America is that the extended family takes care of many of the children one way or another. We have tried to reproduce the extended family in the classroom.

What we are aiming for is that no child can have the sense that no one is missing him, that attention is not being paid him.

I think, as many of my colleagues, that one of the most powerful and highest barriers to learning for children in school is the sense that if you are quiet and decent and do not make trouble, nothing much will happen to you; no one will do you, as the kids will tell you, and you can slide. You can make it through.

What we are trying to do is make a system where kids cannot make it through, do not want to make it through, without paying attention to themselves and to others.

I would like to put that somewhere in your bill, which is why I suggested what I did.

Senator EAGLETON. Can you tell us about your instructional programs for these inner city teachers. You mentioned you gave a course in that.

Dr. FADER. The program comes down to discovering something about yourself and your own education, so you know yourself well enough not to want to reproduce upon the unsuspecting bodies of children.

One of the most powerful motivators for us as teachers in our classrooms is to reproduce our own education upon the unsuspecting bodies of children in front of us.

Part of this course is for the students to get to know themselves well enough so that they will not do that to kids, so they can find out who kids are, what they want, and what they need, and help to lead them in that direction.

Senator EAGLETON. I have some staff questions. Let me turn to those if I may.

In your book, The Naked Children, when describing the teachers selecting books you observe that they choose the same books that kids have not been reading for years. In your opinion, what can be done to persuade teachers to use material of greater relevance and interest to students?

Dr. FADER. By making those materials so omnipresent, so available to them, as paper books can be omnipresent, as magazines can be omnipresent, that in fact they will have the opportunity to select them.

They do as I would do and you would do when confronted with the question of selection. They select what is familiar. One cannot expect a teacher to do otherwise without giving that teacher a meaningful selection of materials.

What we have been doing for years now in southeastern Michigan is bringing hordes of teachers into a warehouse full of paperback books, and giving them their choice of what lies there to use with their children. I think that is a way to do it.

I think the money should be invested, part of the moneys you are speaking of, in making materials available to teachers in ways they have not been available before so they will not reproduce what has happened to them, not once more choose books they themselves had learned and have taught.

Senator EAGLETON. In the epilogue in the same book you discuss the program decline after your departure from Garnett-Patterson. What can be done in the schools to insure that innovative programs of an experimental nature, when successful, continue?

Dr. FADER. By not making them depend upon people; making them depend upon materials and methods.

To put it another way, people are always subtractable. I have subtracted myself from the environment; others always do. There are visitors, there are semipermanent teachers; but there are permanent materials and permanent ideas.

I think your bill can support the notion of materials in the schools. When I say materials, I do not mean hard bound heavy weight books. People leave and go back to the comfort of their own world and leave whatever it was to happen not to happen further.

We have again and again funded from our Government education ideas that were based upon the person and persons who brought them to the Government, rather than based upon the quality of the ideas themselves.

Senator EAGLETON. You state: "It is the status of literacy in the community that must change before there can be hope for education of the impoverished child."

In your opinion what would be the most effective way reach the community?

Dr. FADER. The single most effective way I think would be to make part of the teaching contract for all of us who teach the responsibility for going into the community, into the homes, into the meeting places, to sell our ideas to harder heads than we are likely to get in our classrooms from our children.

There are many of us, sir, who have all but ceased our work in classrooms in the dimensions not formerly regarded by us of going into communities to see what can be done to sell the ideas of education.

When I was a child and when you were, the schools never found themselves in an adversary position with the community. Now often this is the case. The schools are viewed by the community as an adversary relationship.

It seems to me we cannot turn that about if we cannot negate that; we cannot teach anything of much meaning.

Until we can make the schools worth something in the eyes of the parents, I think we will do very little in the classroom.

SCHOOL-COMMUNITY RELATIONSHIP

Senator BEALL. Why do you think that adversary relationship exists?

Dr. FADER. Because I think we have not required educators to look carefully at themselves and to look carefully at the children. We should begin by asking children questions about themselves. Psychologists do this, but not teachers.

Senator BEALL. By adversary relationship I assume you are not talking about so much that exists between the school and the child as much as between the school and the parent.

Dr. FADER. I think the two are inseparable, sir. I think we are talking about the same thing.

Senator BEALL. Does the adversary relationship exist because the parent is disappointed with the performance in the school?

Dr. FADER. Not in the first instance, though I think that does enter in. I think in the first instance what happens is that parent discovers that the teacher is teaching what the parent does not value. That may not be disappointment; you may not be actively disappointed in what is happening in the school; it is just information which is being given your child, attitudes, which you simply yourself do not value and do not care whether or not they are given.

Therefore disappointment does not describe it so much as a simply apathy. Nothing seems relevant.

Senator BEALL. Does this apply to reading?

Dr. FADER. Oh, indeed it does.

Senator BEALL. Does this adversary relationship begin as early as the first, second, third grades?

Dr. FADER. I think it begins before that with an idea of the child of what is going to happen to him.

Senator BEALL. The child feels this is a place he has to go.

Dr. FADER. Sure. He says, "My brother and sister went there, and they said it was nothing, and I have to go there now too."

The funny thing is I have spoken to a fair number of 4-year-olds, and if they will answer—because questions are so loaded—their answers seem to indicate—I am talking now about inner-city schoolchildren—they already know that school "ain't much."

Senator BEALL. But they know that before? Do they know that before they are going there?

Dr. FADER. Yes. They expect to find it not much, to put it as bluntly as possible.

Senator BEALL. It has been a while since I started school, but it seems to me there was a lot of excitement, anticipation, looking forward to the time when one got old enough to go to school. We went there full of hope. It was a new experience. We felt something good was going to happen.

Dr. FADER. It is for some, but, unlike you and me, they do not expect they will be surprised when school turns out to be something less than exciting, for they have already been prepared by the comments they have heard from their neighbors, from their siblings, from their parents.

You and I would have been enormously surprised had it turned out to be a disappointment.

Senator BEALL. What do we do about this in the early years?

Dr. FADER. I think what we do about this is make part of the teacher responsibility of every teacher, part of the administering responsibility of every administrator, the interest of the community into the schools.

If that sounds to you like community control of the schools, for what that has meant in its best action, I believe in community control of the school.

I believe that the greatest problem we have had has been the discrepancy between what the community wanted or thinks it wants and what the school does. The worst part about that is the community, as well as the school, is full of people who mean terribly well and work terribly hard—one at being a parent and one at being teacher—the discrepancy between what both attain is painful.

Senator BEALL. I read the other day of a suit filed in the State of California where a student is now suing the State for $1 million because he claims the high school graduated him and did not teach him to read.

Is there lack of confidence because of poor performance than because of the feeling that kids might have in their early school years?

It seems to me that the performance in the school, particularly in the early years, is going to affect the attitude that student and his parents have in later years.

Reading is basic to all of us, it seems to me, because the ability to learn to read early affects not only the school life but his whole life.

Dr. FADER. It does indeed. I believe that that is why I am here. I think if we can remediate that problem, we would have gone a long way toward solving that feeling.

Senator BEALL. In addition to attitude, is it not mainly a problem in specializing the teacher in reading? Is it not devoting more time to preparing people to teach reading and then also allowing them to devote more time to the actual teaching of the subject?

Dr. FADER. Senator, it may be, and if it is I will be mildly surprised.

I think that it is possible to teach reading better than we teach it. I think it is necessary to teach reading better than we teach it, and if to do it better than we do it is to solve the problem we are talking about, I think many of us will be surprised.

Senator BEALL. I have just been handed an interesting article from William Raspberry in the Washington Post.

[The article referred to follows:]

[From the Washington Post, Feb. 19, 1973]

"Since you can only play at teaching history to children who can't read, why not stop playing and teach them to read?"

William Raspberry

A SCHOOL PLAN WORTH READING

A thousand years ago, back in November, 1969, I stumbled across—and promptly brought to the attention of The Washington Post's readers—an idea that was already two years old.

That was Dr. Kenneth B. Clark's notion that it would be a good idea to suspend all other activities in ghetto schools for a year and spend the time bringing every normal child up to at least grade level in reading and arithmetic. A year after I wrote about it, the D.C. School Board had adopted what came to be called the Clark Plan. And a year after that, it was, for all intents and purposes, dead.

Phase II. I have just stumbled across (in the February issue of the Bulletin of the Council for Basic Education) an article written by Richmond, Va., superintendent Thomas C. Little for "The School Bell." The article does not mention Ken Clark, but Dr. Little, who has been superintendent since last fall, is clearly on Clark's wavelength. Here's what he says:

"Every professional employee in this system, including my own immediate staff, will be evaluated next year on the basis of how well he contributes to improving the reading skills of our children. This does not mean that there will be no other factors used in evaluation; it does mean the contribution to the reading program will be the main one."

That is Clark Plan pure and simple (as opposed to Clark Plan as disfigured, dismembered and half-heartedly misimplemented in the D.C. schools).

"Quite frankly, I have grown tired of hearing excuses as to why children in urban schools can't read," Dr. Little wrote. "I don't believe any of them."

"Further, I am also convinced that children from an urban school system, particularly children from a poverty background, need to read just as much if not more than the so-called advantaged children.

"The level of literacy has always been a measure of the progress of a civilization. I am not demeaning the necessity for speaking and listening when I speak of reading, but it is reading—the ability to see a printed word, to comprehend its meaning, to evaluate its contents—which is the one historic path upward and outward for the civilized man.

"We cannot afford to have unemployable children coming out of the schools who cannot follow printed instructions, who cannot read and understand the

terms of a credit purchase, instructions on how to prepare a package of food, or the advertising claims from a newspaper."

Little, like Clark, believes that nearly all children—including the so-called disadvantaged—can learn to read, and that unless they learn to read, they are unlikely to learn much of anything else. And both men know what you know, too: that year after year we are turning out children, not just as drop-outs but as high school graduates, who are functional illiterates.

Little is saying what Clark said some seven years ago: Since you can only play at teaching history or literature or health to children who can't read, why not stop playing for so long as it takes to teach them to read. You won't hurt those who can read already—you can assign them work that is advanced enough to challenge them. And you will help enormously those who cannot read, making it possible for the first time to educate them.

But if the two men share the same general view, their proposals share the same weakness: Most teachers don't know how to teach reading.

But there are people who can teach them how.

That seems to be what Dr. Little has in mind when he says: "I do not propose to tell our teachers and curriculum specialists how best they are to teach reading. Frankly, I do not care so much how it is done as that it is achieved . . . We are prepared to give in-service training to those who need it."

And even *that* has a Clark-like ring to it. The whole thing, in fact, is so eerily like the District of Columbia's Clark Plan that one wonders whether it isn't equally foredoomed to failure.

Well, there is one difference, and that difference alone will make it worthwhile for D.C. school officials to watch to see what happens in Richmond. The difference is that D.C. Supt. Hugh Scott never liked or believed in the Clark Plan and, therefore, had little personal stake in its success. The Richmond plan is the superintendent's own, and that could make the crucial difference.

Dr. FADER. This is very easy to agree with, and therefore I will agree with it. I always take the easy way where I can.

If I were to stand and speak against that, clearly it would be the least popular speech in our time. At the same time I am trying to warn you that I do not think that outside of the better preparation of reading teachers, outside of the encompassment of better methods of teaching to read, outside of gaining the advantage of children better prepared, that you will solve the problem that Senator Eagleton's bill is aimed at.

You will only immediately remediate one of the immediate problems. I think their problem is far deeper than that, and our belief that we can make significant change is based upon our notion that in operating technocracy it is always of solution.

Our belief is that we can be technically better than we are—and still we will not have solved this problem. There are other dimensions to it we have not approached.

Senator BEALL. But we still have to be better technically, do we not?

Dr. FADER. We have to, but I do not know that will solve the problem of a reading level of 2.2 in the sixth grade.

ROLE OF READING SPECIALISTS

Senator BEALL. One final question. Do you think that reading specialists make a difference in the teaching of reading?

Dr. FADER. I do. Senator, there is one more thing I think might be said.

I believe you can have a whole country reading at the level of the third grade in the third grade with excellent teaching of reading through those first three grades, and in the sixth grade you could have the whole country reaching at the third grade level.

Senator BEALL. But with lesser liklihood of that?

Dr. FADER. No. That is just my point. I do not think there would be a lesser liklihood. I think you would simply get more kids performing better at the end of the third grade.

Senator EAGLETON. Thank you very much, Dr. Fader. We appreciate your presentation.

Our next witness is George Weber, of the Council for Basic Educaton, Washington, D.C.

STATEMENT OF GEORGE WEBER, ASSOCIATE DIRECTOR, COUNCIL FOR BASIC EDUCATION, WASHINGTON, D.C.

Mr. WEBER. Gentlemen, I think that you will see that I have a somewhat different point of view from Dr. Fader. I do have a prepared statement, Senator Eagleton and Senator Beall.

Mr. Chairman and other members of the subcommittee, by name is George Weber. I am associate director of the Council for Basic Education, a national, nonprofit organization devoted to the encouragement of high academic standards in American elementary and secondary schools. I appreciate your invitation to make a statement about my paper entitled, "Inner-City Children Can Be Taught To Read: Four Successful Schools."

My paper was published in October 1971. It is not long, only 35 pages. I have brought along copies for the members of the subcommittee and their aides. But I realize that you may not have time to read the entire report. I would therefore like to give you the background of the project and summarize the results.

Senator EAGLETON. Your report will be printed in the appendix to the hearing record.

[The report referred to appears on p. 220.]

Mr. WEBER. Teachers and school administrators working in inner-city schools often find their task discouraging. When their children do not learn, the easy thing to do is to blame the children and to give up trying. The Coleman report, although it did not intend to do so, gave the prestige of "science" and that of the Federal Government to this tendency.

The most important conclusion drawn from the Coleman report was that schools could do little about the low academic achievement of disadvantaged children because it was the result of the social background of the children. I call this position "Colemanism," and, with all respect to Dr. Coleman, I believe that it is possibly the most destructive idea in American education today.

Just about the time Colemanism had become a new part of conventional wisdom, along came Dr. Arthur R. Jensen with his idea that disadvantaged children suffer from inferior genetic intelligence. For various reasons, this thesis did not have the impact of Colemanism, but it, too, added to the despair about raising the academic achievements of disadvantaged children.

It was in the wake of Coleman and Jensen that I set out to do my project. There is no doubt that the social background of our disadvantaged children puts them at an academic disadvantage. And it may

well be that their average genetic intelligence is below that of children from more advantaged families. These matters are discussed in appendix 2 of my paper. The important point, however, is whether the present achievements of disadvantaged children are the best that we can reasonably expect, given their disadvantages. I was and am convinced that they are not, and set out to prove it.

Coleman was right, of course, when he documented the average relationship between school achievement and family income. There was nothing new in this; it was common knowledge among school administrators familiar with large and heterogeneous school districts. Generally speaking, achievement is lower in schools in low-income areas than in schools in middle-income areas, and, in turn, lower in middle-income areas than in high-income areas. The mistake of Colemanism is to jump from this fact to the inference that schools are pretty much alike in quality and that we cannot expect any better performance from disadvantaged children.

In an attempt to disprove this, I set out to find schools serving low-income areas where the children were achieving at a level that would be normal in middle-income areas. I took one aspect of school achievement, beginning reading, which is a very important part of academic progress.

In a nationwide search, I found four inner-city schools where reading attainment, at the end of the third grade, was about the national average; that is, about what one would find in average middle-income areas.

Senator EAGLETON. Did you have to search long and hard just to come up with these four?

Mr. WEBER. Yes I did. Yes, sir.

The difference between these two levels is substantial, and therefore the success of these four schools is most noteworthy.

The schools were P.S. 11 and P.S. 129 in Manhattan, the Woodland School in Kansas City, Mo., and the Ann Street School in Los Angeles. These are not the only schools successful in these terms, but they are the only four that I had time to find and confirm by an independent evaluation of their achievement.

The reason I stress the existence of these four schools is that if my analysis is correct, Colemanism is wrong. It is possible to raise the academic attainments of disadvantaged children because it has been done by these four schools. The presently poor attainment of most inner-city schools is not determined by the children's social background (Colemanism) or by the children's genetic intelligence (Jensenism).

Naturally when four such successful schools are identified, the first question asked by many is, "How did they do it?" I asked that question, too, but for various technical reasons the answers suggested by me are not beyond dispute. Schools are very complex institutions. The mere fact that a successful school is doing something different from unsuccessful schools does not mean that the different practice is the cause of success.

The matter is made more complicated because successful schools always seem to do many things differently. Which of these different

practices are responsible for success? By the nature of my study, it was impossible to be certain, but it seemed reasonable to assume that when all four successful schools followed a practice not usually found in unsuccessful inner-city schools, that practice had something to do with their success.

It seemed reasonable, also, to conclude that unusual practices followed by some of the successful schools, but not by all, were not essential to success. I used that approach in trying to account for the success in beginning reading of the four schools.

The eight factors that seemed to account for success were, not necessarily in the order of their importance, strong leadership, high expectations, good atmosphere, strong emphasis on reading, additional reading personnel, use of phonics, individualization, and careful evaluation of pupil progress.

On the other hand, some characteristics often thought of as important to school improvement were apparently not essential to the success of the four schools: Small class size, achievement grouping, high quality of teaching, school personnel of the same ethnic background as the pupils, preschool education, and outstanding physical facilities.

In addition to the factors that seemed to account for success, a word should be said about the age of these successful beginning reading programs. In no case was the success achieved in a year, or even in 2 years. It took from 3 to 9 years to achieve results. This fact should serve as a warning to schools and to others who hope to do this kind of a job in a year.

That is a summary of my project, gentlemen, and its significance as I see it. I will be glad to try to answer any of your questions about the project or about reading instruction for disadvantaged children in general. Thank you for this opportunity to appear before you and for your kind attention.

Senator EAGLETON. Mr. Weber, you say you disagree with Dr. Fader. Do you really disagree?

He places great emphasis on the motivational factor, that is, the child cannot read and the child will not read unless we induce in the child a desire to read.

Mr. WEBER. I disagree with almost everything that Dr. Fader said except for one thing: that achievement in reading is particularly poor in the inner city.

On motivation, my experience is simply different from Dr. Fader's. I have never seen a first grade child unmotivated to learn to read. There may be a few around, but I have never seen one.

Older children do have motivation problems in learning to read.

At the level that Dr. Fader has done a great deal of his work—and very good work too—high school age children, upper grade schoolchildren, of course a lot of these children have motivation problems. They have been banging their heads against a stone wall for many years, and reading to them means failure because they have been reading failures.

Dealing with fifth grade children who cannot read is an entirely different motivation problem than the first grade child who is learning to read. They are still eager to read in the second grade. But along

about the third grade, if they have not learned to read, a lot of the kids can read, "and I can't, and I am a failure; I am not doing as well as other children."

They are disappointed. They get to feel that they are not doing well, and they are unhappy about this. Of course, one of the things we do—not only about reading but everything else we do in life—is when we consistently fail at something, one of the natural tendencies is to say, "Well, it's not important anyway; I am going to give up trying"; or "I can't do it, so I won't try"; or "It's not important, I will do something else."

We have lots of children who cannot read in the middle grades and in high school who pretend they do not want to. But of course they want to.

There again, I would disagree with Dr. Fader completely. When you have young people who cannot read and are being interviewed for a job by the telephone company, they want that job. If they can demonstrate they can read and get the job, you bet they do, but they cannot read up to the standard the telephone company requires, and therefore they do not get the job.

Senator EAGLETON. So beyond the third grade level in your judgment it is strictly remedial?

Mr. WEBER. In a standard school curriculum, yes. In fact we now have remedial programs almost as soon as we begin reading instruction. We have remedial programs beginning in the second grade in some schools.

You could almost say such a school realizes they have failed before they begin to try. But not all schools give up regular reading instruction by the third grade. Some schools carry on reading instruction beyond third grade, and they should.

I agree with Mr. Raspberry's statement, if the child cannot read to a reasonable level in the middle grades, you are wasting his time with all the other subjects, and exactly that is what is done. We play at other subjects, we let children play at other subjects, and talk about them and so forth, because they cannot read.

Senator BEALL. Is it not also true—I have had teachers tell me that the longer we neglect the problem, the more difficult the solution becomes?

Mr. WEBER. Of course it does, because there are more and more psychological and motivational problems the longer the child is in a situation which calls for reading performance when he cannot do it.

That is the reason why the child, if he cannot read by the end of the first grade, is not particularly concerned that a number of children in the class can read, because most of them still cannot.

By the end of the second grade, more of the children in his class have learned to read, and he is more disturbed that he does not know how to read. By the end of the third grade, most of the children in his class have probably learned to read—even in the inner city—and so he is even more disturbed.

But if you put that same child in the sixth grade class and for 3 years he has not been able to do any of the standard curriculum because he has not been able to read at the level that is required by that curriculum, he is in a bad way psychologically. He would be a very strange person if he were not.

EFFECT OF SUMMER

Senator BEALL. I have seen some studies to indicate reading achievement in the early years declines during the summer months in some environments. Do you find this true?

Mr. WEBER. Yes, this is true.

Senator BEALL. Is it true also of the four schools where you conducted your study?

Mr. WEBER. I do not know that. Apparently it did not decline so badly but what these schools could achieve a very respectable level at the end of the third grade.

Of course it is true that the home environment for some children is supporting their learning of reading 24 hours a day, not just in summer but during the school year as well, and so this is a different situation from the kind of environment that many inner-city children find themselves in.

Again I disagree with what Dr. Fader says. I do not believe that most of the parents in the inner-city homes are telling their children not to learn how to read, that reading is worthless. It is that their home environment does not have reading in it as much, the home environment does not have reading materials in it as much, the home environment does not have the physical environment that is conducive to reading.

There is a much higher noise level, there is more television, there are more kids, and so forth. You do not have the situation where a child can curl up in a quiet place with a book as often as you do in a better-off home.

But inner-city parents want their children to read. They understand—probably better than a lot of people who take reading for granted—the importance of reading, and they expect their children to learn how to read when they go to school.

I think some of the most pathetic confrontations are between the inner-city parents who ask, "Why aren't our children reading?" and the social planners and dreamers who say that they should be more concerned with political questions or something else.

Senator BEALL. You are obviously suggesting we ought to be quite concerned about the techniques and technology and specialization that is needed. You believe this is an inschool problem more than an out-of-school problem?

Mr. WEBER. Yes indeed.

Senator BEALL. Mr. Chairman, Mr. James J. Kilpatrick wrote a very interesting column last fall on the study by Mr. Weber. I think that column ought to be included in the record.

Senator EAGLETON. It will be put in the record at the conclusion of Mr. Weber's testimony.

Mr. Weber, I have just been scanning through the report; I have not read it before, but naturally I turned to that part that deals with Woodland School in Kansas City, Mo. I take it your study is not of a particular grade or particular class in that school but of the school as a whole insofar as reading is concerned?

Mr. WEBER. That is right, but particularly through the third grade.

Senator EAGLETON. You listed in your prepared remarks some of those factors that seem to account for success. You found those factors common to the four schools that you examined.

Mr. WEBER. Not only common in the four schools but uncommon in the unsuccessful schools.

Senator EAGLETON. Especially uncommon in the many other schools that you looked into which did not come up to the standards?

Mr. WEBER. That is correct.

Senator EAGLETON. In your paper you state children at the Woodland School spent from 1 to 1½ or 2 hours a day working at their Sullivan readers. I understand that is a reader put out by McGraw-Hill which permits a student to read up to his or her potential reading level; is that right?

Mr. WEBER. It is an individualized reading program which was used in two of these schools. Done well, it is a good program for disadvantaged children.

I think it is interesting, though, that two of the successful schools did not use the Sullivan program or anything like it.

Senator EAGLETON. What did the other two use?

Mr. WEBER. In the case of Public School 129, Manhattan, the school itself had worked out a very marvelous series of books, a list of books which the children progressed through, as they finished, they went to the next, and so forth, books that were appropriate to the children's age and interests and level of reading skill.

But that was the main method of reading, although of course, they had reading textbooks, and they had phonics workbooks published by Lyons & Carnahan.

In P. S. 11, also in Manhattan, there were several different methods used and a great deal of supplemental material, but there was quite a wide variety in what was being done in the primary grades.

Senator EAGLETON. In your opinion did the Woodland School successfully utilize what are called teacher aides?

Mr. WEBER. I am not sure. I will have to refresh my memory on some of these things.

Woodland did have a reading specialist, but that specialist did not go into the classroom.

Senator EAGLETON. Do most inner-city schools have a reading specialist?

Mr. WEBER. Many inner-city schools have reading specialists to no avail, but these four schools had what I call additional reading personnel. They were not all specialists.

At Ann Street there was a specialist, a very able specialist, remarkably able specialist. At the Woodland School there were specialists.

There was a person called a coordinator or reading coordinator in P. S. 129, and in P. S. 11——

Senator EAGLETON. At the bottom of page 21 of your report.

Mr. WEBER. Thank you.

Senator EAGLETON. You say there, "The most important factors in Woodland's success in beginning reading instruction are the high expectations and the use of the McGraw-Hill Sullivan program. The considerable time devoted to reading is another factor. The reading and speech specialists and the teacher aides round out the picture."

Are the teacher aides paraprofessionals?

Mr. WEBER. I think they were, unless there is some other reference in that section on the Woodlawn School. I would have to check my basic notes.

Senator EAGLETON. That is all right.

Mr. WEBER. Quite often the schools now, particularly schools getting title I money, use this money for paraprofessionals, and one of the ways the teacher aides can be used very effectively—I restate the word "can" because they are not always used that way—is for the teacher aide to help children with reading practice.

She does not have to be an expert in reading to help a child with reading practice. All he or she has to be is a literate adult. They can help the child by listening to the child read, by reading to them, by going over words and so forth, to help the teacher that way during the reading period.

In the case of the Sullivan program, where there is a very definite progress-check procedure, any person can be trained to do this very quickly. I say again "can be." The Sullivan program, like everything else, is no panacea.

Senator EAGLETON. How long has the Sullivan program been in use?

Mr. WEBER. It has been in use in schools for 5 years or so, and I have seen it done miserably in some schools.

Senator EAGLETON. Are you familiar with any of the work of Dr. William Kottmeyer, who is now affiliated with McGraw-Hill?

Mr. WEBER. I am familiar with his spelling books, which are nationally famous.

Senator EAGLETON. Would you care to comment on Dr. Fader's suggestion that we place somewhat greater emphasis on disposable reading materials, rather than on hard-bound and heavyweight equipment and things of that kind?

Mr. WEBER. I think there is much to be said for this.

Senator EAGLETON. I wanted to find something on which you agreed with Dr. Fader.

Mr. WEBER. I think there is much to be said for this. The whole Reading is Fundamental program, with which you are probably familiar, has done a great thing in giving inexpensive paperbound books to children to take home and read when they want, and have books at home. For many purposes paperback books are much better than hardbound books.

I do not think, though, that quantity of reading material is any substitute for school competence in teaching reading. Reading is taught, and for some people it has to be taught by school. For everybody it has to be taught, but some people require more teaching than others, and this must be done.

A child cannot learn to read by putting a document of no matter what kind in his hand. Some of the most heart-rending experiences I have had are seeing children, perfectly normal children, with books in their hands, either upside down or right side up, which they cannot read.

I saw a 10-year-old boy in a New York school, perfectly healthy, holding a book about Joe Louis right side up. I thought he could read. He could not read a word of it. It was a talisman he had, a book about Joe Louis. Someone had told him it was about Joe Louis. He could not read six words straight in that book.

That is the fault of the schools. There is nothing wrong with that child. I have seen hundreds of children like that, and as many as I have seen like that, it still disturbs me to see one.

Senator EAGLETON. What do you think we should place the greater emphasis on, as between encouraging and perhaps financing the development of additional reading specialists? Especially so these would be available for schools, or alternatively, if it has to be on an alternative basis, the better training of the classroom teacher in the art of teaching reading?

Mr. WEBER. You are giving me a Hobson's choice because my real answer is neither. It is very difficult for me to conceive of anything that the Congress of the United States could do to improve reading in Chicago, Cleveland, Detroit, or anyplace else.

Senator EAGLETON. There is nothing we can do to be of help?

Mr. WEBER. Sir, quite frankly I do not know of anything. The Congress is a long way from that third grade classroom in Cleveland, or first grade classroom in Chicago, and it seems to me it is like pushing on a string. You can push awfully hard, but the other end may not do anything.

If you have the Hobson's choice of which you risk money on—and I think it would be a great risk and it seems to me that you do not have to take an either/or proposition—we do not have reading specialists of the number contemplated by Senator Beall and Senator Dominick in their bill.

We not only do not have that number of specialists; we do not have anything like that number of specialists.

That is, if you mean a reading specialist—not merely someone who has a tag around his neck, "I am a reading specialist; I took a course somewhere; or I want this extra salary; this is going to give me the extra prestige of being called a specialist"—but someone who knows something about what he is doing.

We have very few of these people, and over a short period of time I do not think God himself could create them, let alone the Congress of the United States.

Now, when it comes to the regular classroom teachers, of course we can help these teachers learn a little bit more about what they are doing in reading instruction, but this again is a long haul.

As I said in my paper, generally speaking, the more profitable way to use a reading specialist is not to have her or him teach children directly. That is a fairly uneconomical use of his time.

A better way to use a reading specialist is to have that specialist do as this marvelous specialist at the Ann Street school did, supervise the reading program in that school, work with the teachers, improve their work with the children, because the number of reading specialists you will get who are as good as that woman are not very many.

But by spreading her time around the school, working with teachers, working with children only to the extent that she demonstrates to teachers how it is done, this is the most economical way to spend her time.

Of course she then also does things about monitoring the whole program. She can devise diagnostic tests for the children. She can give

tests to be sure that they are properly administered. She can devise schemes of evaluation that the classroom teacher can apply.

She can advise the principal on what to do, and so forth. But when you have 600 children in the school, a great deal of the instruction is going to be done by the classroom teacher.

Senator EAGLETON. Do you think, just to emphasize it, there is little if anything—perhaps nothing—that Congress can do to be of any assistance, you say, in Chicago, or Cleveland in trying to enhance the reading skills of the students in those respective school districts?

Mr. WEBER. Of course I meant additional things. The Congress has done a great deal already. In title I there has been something on the order of $8 billion or $9 billion—you gentlemen know better than I do—already spent under that act since 1965, when it was passed.

I understand about 70 percent of that money went to reading instruction, and most of it went down the drain.

These four schools were title I schools. These schools knew how to use their money, and some of the title I money was used to good effect, although you should note that many of the things they did did not require extra money.

But for every one of these schools you have hundreds of schools—maybe thousands of schools—that did not do a thing with it except spend it.

READING DEMONSTRATION GRANTS

Senator BEALL. Do you not think if you hold out the carrot of demonstration grants rather narrowly defined for reading, the schools will bite at that carrot?

Mr. WEBER. Yes, of course they will bite at the carrot.

Senator BEALL. What will happen after they take the bite?

Mr. WEBER. I do not know how long you can stretch your metaphor, but that does not mean it will be digested or it will be nutritious. I daresay that the Congress could devise any kind of bill and attach sufficient money to it, and you will find schools all over the country doing whatever you want them to do—stand the kids on their heads every morning—if Federal money is at the end of that operation.

Of course you can make the schools do certain things, but what I meant was, I do not see a system for making schools do better what they are already trying to do and spending billions of dollars to do.

More money is spent on reading in our schools than any other subject. We are not talking about peanuts here. We are not talking, for example, about getting the schools to provide education for deaf children when they do not provide it now. We are talking about the subject that gets more money than any other subject in the school, a subject that took 70 percent of that $8 billion or $9 billion under title I.

Senator BEALL. But how much of the money is being used in the reading programs by people who are qualified to use it?

Mr. WEBER. A lot of it is used by people who are not qualified, but you cannot create qualified people, I would submit, by waving a wand, even if it has money in it, over them and saying, "Presto, be qualified."

Senator BEALL. Is it not possible to improve the teaching ability in reading by using, say, educational television to offer teachers special programs?

Mr. WEBER. I think it is possible. You have to assume that the teachers want to do that. You see this is nothing that is not available now.

Senator BEALL. It is not used now. There is no emphasis on it now. There is no carrot being given.

Mr. WEBER. I suppose there is no emphasis because people do not believe in it, because people believe they do the same thing in a better way.

The schools have money. They have lots of money for reading. They are not using it in the best way, but they certainly have lots of money for reading.

If you go into a school in New York City, you can hardly name anything they do not have—usually gathering dust.

Senator BEALL. But do they have qualified reading teachers?

Mr. WEBER. I do not really understand, sir, how congressional appropriations can create qualified teachers. I suppose that is our difference.

Senator BEALL. We can condition the apropriations or the authorization in such a way that it is contingent upon the specialization the teacher has in the specialty of reading. We certify teachers to teach art, and require that they have a certain number of hours in art; the same with physical education and music; but they do not do much in the way of requiring them to have had teaching in reading.

Mr. WEBER. Yes, and this might be marginally helpful, but the schools already have hundreds of millions of dollars that they could have spent for this already. They have had much money under title I that they could have used for teacher training, or for almost anything they wanted to do with respect to reading, and they did not do it.

Senator BEALL. The point is though you were saying there is nothing the Congress could do to improve the situation. It seems to me if what you say is the case the Congress con perhaps improve the situation by defining the conditions under which the grants can be awarded.

Mr. WEBER. Yes, but the situation is that that kind of action is based on the assumption that there is a situation out there where people have the money, and they do not do what should be done because they do not know how to do it, or they do not want to do it.

It seems to me when you have that kind of situation you are bucking it when you provide a carrot and say, "Well, you have not done this in the past; we think we know better than you do how people should be qualified and trained."

Senator BEALL. That may be a situation of not so much a lack of desire as being wed to the status quo.

Mr. WEBER. Certainly they had every opportunity to do things differently, and in some schools they have done things differently.

Senator KENNEDY. I regret not having been here earlier for your statement. I will look forward to reading it.

It is a rather grim picture that you describe. What is the reluctance, that you have seen, for the schools to take the steps to insure that the resources are going to be more effectively applied?

We always hear about the fact that Congress puts too many strings on things like trying to impose judgment on education or health, which sets up a systematic kind of approach. Why are not the educators being more responsive in this area to using these resources? What can you tell us about that?

Mr. WEBER. I think it is a rather complex question. First, of course, most people continue to do things the way they have been doing them unless there is some pressure to do otherwise.

There are a lot of institutional rigidities built into this whole business. Some people do not think the large city schools can do anything because they are so completely bound with bureaucracy and rigidities.

The other thing is that many of the teachers and principals do not know how, have no idea of how to improve their performance. I mean this quite literally and simply.

Without the knowledge—and this knowledge is not easily acquired, they have been doing things ineffectively and wrongly for many years.

Senator KENNEDY. Well, they used to teach people to read pretty well within the school system. What has brought about the deterioration?

Mr. WEBER. This is a matter of dispute, Senator. It is very difficult to compare the attainment. Of course, there is the whole methodological problem. About four decades ago we went over to the whole-word method, which many people, myself included, think is a fundamentally inferior approach to teaching reading, compared to the phonics approach.

You can only teach so many hundreds of words in English as if it were Chinese without putting a tremendous mental burden on people's capacities. If you do not know how to teach by a phonics method, you cannot very well do it.

There are many teachers literally who do not know how to do it. They did not learn in a formal phonics way themselves, and they did not learn to teach that way in their teachers' college work, and they have learned nothing about it afterward.

They have been trying and succeeding with some students—or some students have been learning to read despite the poor approach—but many, many students have failed to learn.

Nevertheless, changing over to the phonics approach is a tremendous thing. You see, today we have no teachers—very few teachers, however old—who ever taught by a phonics approach, unless the school has changed over to a phonics approach rather recently.

Senator KENNEDY. Should we follow up Senator Beall's point, making it contingent that the States have certain requirements for teaching, and for their being eligible to receive these grants.

Mr. WEBER. I suppose you can require it, and I suppose if they want the grants enough, they will do whatever you ask them to do in a pro forma way, but I think the fundamental question is in terms of quality and competence, matters that are not easily directed from Washington.

I just do not see, as I said earlier, a mechanism for sitting in Washington and making a good first grade reading teacher out of that poor teacher in Cleveland. Essentially that is the problem.

You may be interested in the work of Mr. Wheeler who did this remarkably well in Kansas City. I believe Senator Eagleton is familiar with some of the history of that. It was a difficult job, but he realized the attitudinal problem was one of the greatest problems in coming into the Kansas City urban school district.

Senator EAGLETON. Whose attitude?

Mr. WEBER. The attitude of the principals and the teachers.

Senator KENNEDY. Thank you very much.
[The article referred to follows:]

[From the Washington (D.C.) Evening Star, Nov. 11, 1971]

A RAY OF LIGHT ON EDUCATION OF MINORITY PUPILS

(By James J. Kilpatrick)

In recent years, one of the great controversies of education has revolved around the inner-city school. By virtually every account, these schools have been failing in the primary function: They have not succeeded in giving their poor black, Puerto Rican or Mexican-American children a basic education.

Recognition of the widespread failure has led to a number of hypotheses, proposals and attempted solutions. One such theory, for example, holds that black children as a group are inherently or racially different from white children in their learning aptitudes. Another theory places the blame for poor achievement largely upon poor environment.

In the midst of this gloom and confusion, the Council for Basic Education has just produced a sensible ray of light. Convinced that inner-city children can be taught to read at national levels of achievement, the council set out to find ghetto schools that are not failing but in fact are succeeding. In a paper published last week, the CBE associate director, George Weber, describes his search for such schools. He found four.

Two of these success stories are being written in New York, one of them in the Chelsea section of the lower West Side, the other in Harlem. A third exemplary school was uncovered in Kansas City, a fourth in Los Angeles. The third-grade children of these schools are by and large the products of poverty and poor environment. Many of them arrive in the first grade speaking Spanish only. On the face of it, they have every reason to fail; but they are not failing. In these schools they are learning.

What makes them click? Why do they succeed when so many other ghetto schools, also examined in the CBE study, produce the same melancholy test scores? Weber's year-long investigation, limited though it was, has turned up some useful conclusions.

Weber begins by brushing aside the theory of inherited characteristics: "Higher average intelligence does not, in my opinion, have anything to do with race or ethnic group." Neither could he find evidence to support the popular notion that smaller classes, in themselves, will improve the skills of inner-city pupils. He discards the concept of intensive pre-school training. He could find no correlation between achievement and physical plant. Two of the successful schools are roughly 50 years old, and all four are of the old-fashioned "egg crate" design.

Eight factors, his study indicates, apparently produce a successful school: "Strong leadership, high expectations, good atmosphere, strong emphasis on reading, additional reading personnel, use of phonics, individualization, and careful evaluation of pupil progress."

Woodland School in Kansas City, built in 1921, is 99 percent black. Its 650 children are "very poor." Here one touches the core of the core city. Yet Kansas City has driving leadership in the person of Robert R. Wheeler, area superintendent for urban education. Wheeler simply will not accept "the myth that environmental factors develop unalterable learning depression." He scoffed at the notion that pupils do poorly because they "don't have enough oatmeal," or "need more trips to the zoo."

By putting its money into reading specialists, relatively large classes and a disciplined program of instruction grounded in phonics, Woodland is getting results.

Weber regrettably does not provide figures on per-pupil costs in the exemplary schools. Obviously, special teachers and individual instruction represent an added expense. Yet it seems a fair assumption that such a cost is much less than the cost of transporting ghetto children to the suburbs. Weber does not make the point, but the point ought to be made: The children, in other cities, are getting a good busing. Which makes more sense?

Senator EAGLETON. Thank you very much, Mr. Weber. We appreciate your presentation.

Our final witness will be a panel composed of Dr. Sidney Marland, Dr. John Ottina, and Dr. Ruth Holloway. Would you come forward, Dr. Marland. We are pleased to have you with us. We have your statement, and you may proceed as you wish.

STATEMENT OF HON. SIDNEY P. MARLAND, JR., ASSISTANT SECRETARY FOR EDUCATION, ACCOMPANIED BY DR. JOHN OTTINA; DR. RUTH HOLLOWAY; AND CHARLES B. SAUNDERS, JR., DEPUTY ASSISTANT SECRETARY FOR EDUCATION

Dr. MARLAND. We are pleased to be with you. I think as we perceive our mission today it is that of responding to an oversight review of the efforts now going on in the Division of Education pertaining to the subject of reading which is before you.

We are pleased to discuss the national effort of the Education Division to deal with the problems of functional illiteracy in the United States. In doing so I would like to turn first to the goals and accomplishments of the Office of Education Right-to-Read program, which is the focal point of the division's activities in this area.

The former Commissioner of Education, the late James Allen, first announced a comprehensive attack on illiteracy in September 1969. What he said then is still our goal today: to insure that in the next decade no American shall be denied a full and productive life because of inability to read effectively. More concretely, it is our objective to see to it that by 1980, 99 percent of all Americans under 16 years of age, and 90 percent of those over 16, possess reading competency.

The Right-to-Read program was created within the Office of Education to spur a national effort to realize these goals by marshaling both public and private resources for a campaign to end functional illiteracy. This campaign has been directed toward assuring that children and adults in need of special reading instruction receive that instruction.

Our Right to Read effort operates under three basic principles which serve to make it a people-oriented rather than a process-centered effort. The first of these is our belief that 99 percent of all our citizens can learn to read if they are given instruction geared to their individual needs.

Second, we believe that teachers will adopt effective methods if they are shown the results those methods can produce.

Finally, we believe that this country has both the human and material resources necessary to cope with the illiteracy problem. If these resources are employed, and if people across the Nation are committed to working toward the elimination of illiteracy, the problem can be and will be solved.

For fiscal 1973 and fiscal 1974 the President has asked that $12 million of Federal resources be devoted to this effort through the Right to Read demonstration program.

Senator KENNEDY. I apologize for interrupting. May I ask a few questions just briefly.

Dr. MARLAND. Certainly.

Senator KENNEDY. I was planning to be over here for your testimony, and I have to leave at 12:30.

We have heard the earlier witness talk about just the allocation of resources, whether the expenditure of funds are really related to improving the illiteracy in our young people and that obviously is a very much open end and disputed question.

But we cannot really get away from the figures themselves. The President, as I understand it, indicated in 1971 in his message to the Congress a figure of $200 million, for reading education. He asked for $1 million for the first 2 years. Subsequently he requested $12 million last year and $12 million again this year.

Could you give us some idea of the reasons why the administration changes its position on this.

Dr. MARLAND. Yes. I was not here at the time of the President's statement on that subject, I think that the record will show, and my statement subsequently will detail not only how $200 million has been dedicated from Federal resources to this subject, but that we are estimating that about $500 million a year from Federal resources is going into the teaching of reading at all levels, including adult education.

Senator KENNEDY. Could you also—and I apologize again for not being able to get the latter part of your statement—tell us whether that is new money or old money?

Dr. MARLAND. That is money that is already in the system. Now, because of the presence of the nucleus small level of funding, $12 million, under Dr. Holloway's leadership and under the network she has been building for the past year, reaching out through the States and communities both to schools and independent community groups, we have been able to stimulate the use of approximately $500 million of the existing dollars that were there to be channeled into reading activities.

Senator KENNEDY. But they would have been used in some other way in the educational system, would they not?

Dr. MARLAND. They undoubtedly could have been used for reading, whether the Right-to-Read program was in place, but the——

Senator KENNEDY. So the amount of money you are talking about is really new money.

Dr. MARLAND. That is right, the $12 million is new money. But the difference is there is now a network that will make the uses of those other dollars that have been in place far more effective and influence the demonstrations that Dr. Holloway has set in place, and through the stimulation of teacher training in the context of the Right-to-Read validated programs, of which there are now six—all I might add including phonics procedures—to be far more effective in the use of those existing dollars than they have been.

Senator KENNEDY. I always found the dichotomy of the administration baffling. When they are talking about the advocacy of health reform, they always talk about the new money that is going to be necessary. We try to use the old money. It is something that they have difficulty in conceptualizing, and here you are using the old money as a means of fulfilling what I understand was the President's commitment of approximately $200 million in new money.

I appreciate the chairman's indulgence in this. Could you tell us under these programs how many of the 16 million illiterate that you are actually reaching?

Dr. MARLAND. I would say at this stage——

Senator KENNEDY. I suppose it is 18.5 million.

Dr. MARLAND. I suppose at the end of the first year we are probably reaching a very small fraction of that. Our figures are that there are 30,000 students in the school districts relating to the Right-to-Read programs, but we should perceive our program as something where we are not trying to teach classes from Washington. We are trying to influence the total system.

In the modest demonstrations which we have established there are—am I right—about 30,000 students.

Dr. HOLLOWAY. In the demonstration program.

Dr. MARLAND. The whole spirit of this is to create and stimulate and generate a multiplier effect throughout the States with established facilities at each State now being funded by us.

By 1974 all States will have a central funding mechanism supported by Dr. Holloway's program. They will reach out to build upon the effect of these demonstrations.

How many that will reach—you can see there are literally through title I some 8 or 10 million children being reached—will depend upon the extent to which infiltration of a better system begins to take hold.

At the end of the first year—I would say it is not yet anywhere near reaching all of those children in title I—but I would say at the end of the first year we have established 240 sites, both community sites and school sites, that are bound to have their multiplying effect because they are working, they are successful, and teachers want to succeed.

In numbers we are only beginning. We are having to depend obviously on the multiplier effect of the jurisdiction of the States.

Senator KENNEDY. This is the first year of the program?

Dr. MARLAND. This is the end of the first academic year that we have had any funding centrally to afford the establishment of the program.

Senator KENNEDY. How much is that, could you tell me?

Dr. MARLAND. About $11 million the first year, which we put together from various parts of the Office of Education.

Here are more complete figures, to answer your question, Senator Kennedy. The young people that are involved in the Right-to-Read program in 1973, 700,000 students; 300,000 teachers; and 100,000 adults, for a total of 1,100,000.

Figures are projected to 1974 to move to 1,700,000 that will be influenced by the Right-to-Read programs through this network I have described.

Senator KENNEDY. Could you also project when you will begin to reach these 18 million?

Dr. MARLAND. The 30,000 now are specifically in our centers, but students affected by those centers are 700,000.

There are 300,000 teachers being influenced by the centers to improve their ways, which again is part of our multiplier effect.

Our goal, very sincerely, is by 1980 to achieve 99 percent effectiveness for young people in the schools to be able to read adequately.

At 1 million this first year, that is a reasonable start, allowing for the multiplier effect to have its effect during the next 2 or 3 years.

Senator KENNEDY. Thank you. I apologize for the interruption.

I thank the chairman.

Senator EAGLETON. Fine. Senator Beall.

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EMPHASIS ON TEACHERS OF READING

Senator BEALL. I am operating under some sort of time restraint. I am happy to say I have read your paper in advance of your presentation, Dr. Marland.

The Elementary and Secondary Education Act was enacted in 1965, and the Education Professions Development Act was enacted in 1967, and witness after witness have come here today to say that although we have put a lot of emphasis through those Federal programs, teachers are inadequately prepared to teach reading.

I cited earlier in the hearing yesterday I believe a study that was made by a testing service to the effect that the requirements for the teaching certification for teaching reading are about the same in 1970 as they were in 1960.

Now, if it is true that the teaching is about the same and it is inadequate, do you not think we need some sort of special emphasis to get people who are more adequately prepared to teach reading in the school?

Dr. MARLAND. I am going to ask Dr. Holloway to respond in more detail to that, Senator Beall, but I am going to suggest that a very fundamental question here that you have raised I think is answered in the system that I have been describing, namely, the network of teacher training, the network of demonstration building throughout the country which as Dr. Holloway can explain more.

Dr. HOLLOWAY. Senator, I am pleased to respond to that question.

The best evidence we have indicates that the average elementary teacher has only one course in the teaching of reading, so we certainly concur that there is a need for more emphasis in terms of teacher training. We plan to establish demonstrations this year in order to change the school of programs and educational programs in reading.

In our demonstration program the heaviest emphasis we have is on staff development because we believe that instead of adding additional persons to the school it is our contention if we can retrain, as it were, existing teachers so they can better teach reading, utilizing the specialist in much the same way that Dr. Weber indicated, helping teachers teach reading better, we can get a great deal of mileage out of our resources.

So, we concur with your presumption that we need more emphasis, on teaching of reading for classroom teachers.

Dr. MARLAND. We would add that as a fundamental, Senator Beall, we should assume that every teacher wants to be effective in teaching reading.

I think somehow there creeps into our mystique around the subject the belief that some teachers seem unwilling or uninterested in teaching children to read. I have to hold that is an error.

They want help. They want to be successful. They are striving to find better ways, and we hold that the system of the Right-to-Read program now coming into play, with validated programs that have been tested, that have been found to work, such as the sites that the previous witness mentioned—those happened to be sites we are funding particularly through title I, and that we have been watching with great interest.

Mr. Wheeler, who was referred to as a successful entrepreneur working in Kansas City solving these problems, is now in the Office of Edu-

cation as one of the principal officers in charge of elementary and secondary education as an Associate Commissioner.

The fundamental issue that you have raised, namely, can teachers be trained to do better—our answer is "Yes."

USE OF EDUCATIONAL TV

Senator BEALL. I have suggested in some legislation I have introduced, with which you may be familiar—Dr. Holloway is familiar with it—I suggested that we use educational television as a means of training teachers already in the schools.

Dr. MARLAND. It has quite a bit of merit.

Senator BEALL. Does that have some logic?

Dr. MARLAND. It does, and I will ask Dr. Holloway to answer, and I have a bit of an addition to make to her statement.

Dr. HOLLOWAY. I just want to say that some of our demonstration programs already utilize television as a vehicle for aiding teachers to better teach on a pilot demonstration basis.

I want to further elaborate that many of our demonstration programs have involved the teachers themselves in helping to plan their in-service education, and although we hear a lot of talk about individualized instruction for children, we are trying to individidualize our training for the teachers so that they get what they need, they get materials that help them diagnose the needs of children, they get better instruction from the specialists on how to meet the multiple needs of a diverse classroom.

They learn various reading approaches on how to better utilize phonics and other aspects of a total reading program.

The feedback we get—and the evaluation will be in this summer—is that teachers are very excited and willing to learn if they can have on-the-job training and are treated as professionals and get the help they need every day when they need it.

Dr. MARLAND. Along the line of television which you have raised, Senator Beall, let me offer, if you will, for the record—I think it would be germane to this inquiry you are making—a recent publication of the Education Daily of April 2, 1973 dealing with the Electric Company, which is a television program aimed principally at reading for children in grades 1, 2, and 3.

We are funding this program at the level of about $500 million a year, and it is not counted under Dr. Holloway's administration.

Let me read you this. "The Electric Co. is helping children to learn to read, the Educational Testing Service reports, after a major yearlong study of 8,000 children. ETS said its study clearly indicates that viewing classes made significantly greater gains than nonviewing classes in the reading skills the program was designed to teach."

There is a full page here which I would be pleased to submit, Mr. Chairman, if you will. I think it would be worth pursuing as again another tool not only to help children learn to read but teachers view the Electric Co. with their children, and correspondingly we are using television to develop teachers in the same way we are teaching the children.

Senator EAGLETON. We will be glad to have that included in the record.

[The information referred to follows:]

ELECTRIC COMPANY PROVES ITS UTILITY, ETS STUDY SAYS

Page 6 Education Daily April 2, 1973

ELECTRIC COMPANY PROVES ITS UTILITY, ETS STUDY SAYS The Electric Company is helping children learn to read, the Educational Testing Service reports after a major year-long study of 8,000 children. ETS said its study "clearly indicates that....viewing classes made significantly greater gains than non-viewing classes in the reading skills the program was designed to teach."

In a summary of Reading with Television: An Evaluation of the Electric Company, ETS said the show had a "clear and significant impact on its primary target audience," second graders scoring on the lower half on standardized reading tests, "indicating the program was an effective instructional supplement for children who were beginning to experience reading difficulty."

In School, At Home The study tried to test the effect of viewing the program both in school and in the home. The in-school portion was conducted in 100 classrooms each in Fresno, California, and in Youngstown, Ohio. The sites were chosen first because non-viewing classes (half watched, half didn't) could be kept from seeing the program and second because they offered a convenient demographic mix: Youngstown is urban, and the classes were 50 percent black; Fresno offers a rural setting, and the classes were 50 percent Spanish background.

An attempt to check in-home viewing in Richmond, Va. and Washington, D. C. was hampered because kids who weren't encouraged to watch went ahead and looked at it anyway. The total sample, including these children, came to 8,363 in 400 classes. ETS says the results were based on class performance and not on individual scores.

Own Test The key element in testing, according to the summary, was a 129-question instrument called "The Electric Battery," designed to assess performance on the program's objectives. Administered as a pre-and post-test, the Battery has 1[illegible] subtests covering four major curriculum areas: "blending letter sounds, chunking groups of letters, scanning for structure, and reading for meaning." A 20 percent sample of students got an oral reading test, and the attitudes of parents, teachers and students were assessed.

Results ETS found viewing students showed significant advantages over non-viewers in every grade on the Electric Battery. First grade Fresno viewers scored an estimated 5.5 point advantage, while in Youngstown the advantage was 10.2 points. For second grade viewers, the advantage in Fresno was 5.8 points, and in Youngstown, 2.2 points. For both sites, third grades viewers scored a 2.4 advantage and fourth graders about one point. Some "striking examples" of success, ETS said, were second grade target viewers in Fresno, who outscored non-viewers on 17 out of 19 subtests, and first graders in Youngstown who won 18 out of 19 from their non-viewing "counterparts." Average advantage for target viewers in Fresno was 8.7 percent, ETS said.

Follow Up The Children's Television Workshop, creators of the Electric Company, has told ETS to do a second year study to determine if the impact lasts. Viewing and non-viewing classes will be switched in the original sites.

For further information, contact ETS, Princeton, N.J. 08540, Telephone: 609/291-9000. Copies of the full report (in two volumes) by Samuel Ball and Gerry Ann Bogatz are available through the ERIC Document Reproduction Service, P.O. Drawer O, Bethesda, Maryland, 20014, (TM 002433 and 34).

SPECIAL

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Senator BEALL. What do you think would happen if the program I have suggested in my legislation were implemented in school districts around the country?

Dr. MARLAND. I think that many of the things that your legislation calls for, Senator Beall, are things that good school systems are doing, and with no disrespect to the originality of the legislation—I will quickly adjust those things that are not being done universally at this time.

READING AS A SEPARATE SUBJECT

Senator BEALL. Are there any school districts where reading is being taught as a separate subject?

Dr. MARLAND. Oh, yes.

Senator BEALL. Where are they? I am not talking about the problems. Is this being taught in the school to all children?

Dr. MARLAND. All children in the first, second, and third grade would be receiving separate reading certainly by a competent teacher who is under the direction of a reading specialist.

Dr. HOLLOWAY. Let me give another example, if I may. In La Crosse, Wis., which happens to be one of the demonstration centers, every child in that school—in fact everybody in that school—reads a number of minutes a day, and additionally reading is taught there as a separate subject, and that is an elementary school.

Senator BEALL. What are the results?

Dr. HOLLOWAY. We will have the evaluation at the end of this fiscal year.

Senator BEALL. Thank you.

Senator EAGLETON. Doctor, you were at the end of the first paragraph I think on page 2.

Dr. MARLAND. Right. I will proceed quickly, Mr. Chairman. Thank you.

Our effort in this area has not been limited to this single program. We estimated last October that during fiscal 1972, some $500 million was directed at the Right-to-Read objective by other Office of Education programs which are reading related.

To facilitate the introduction and application of Right-to-Read strategies and techniques in these programs, a system of cross bureau coordination has been established within OE. Under this system, nine bureaus report to the Right-to-Read office about the progress of their reading-related activities.

Senator EAGLETON. The previous witness, Mr. Weber, from the Council for Basic Education, said that 70 percent of all title I money went for reading purposes. Where did he get that figure?

Dr. MARLAND. Seventy percent?

Senator EAGLETON. Title I money.

Dr. MARLAND. I would guess it was an estimate. I do not think we are able to control the figures that sharply. We would say it was somewhat lower than that.

Dr. OTTINA. Yes, considerably lower.

Senator EAGLETON. Is this your figure, this $500 million mentioned by Dr. Marland——

Dr. MARLAND. Just part of the $500 million which would come from title I. We would have money coming from adult education, from

handicapped, from a variety of sources, but I would guess, Mr. Chairman that it would be safe to say that 40 percent or 50 percent of title I money may be going to reading in the early grades.

I do not think you could say that would be true where title I is affecting seventh, eighth and ninth grade. It may be that he had information for an early grade where that case would be made. In general we could not say 70 percent of all title I money is going to reading.

An example of the results of these efforts—that is, efforts to cross bureau coordinate—can be found in the career opportunities program which is in the process of developing a reading component. Another such example may be found in title I of ESEA where the program office is preparing a reading support package and urging the States to use the Right-to-Read needs assessment, which Dr. Holloway can expand on later.

Right-to-Read is also working with our adult education personnel in a joint effort to upgrade the reading instruction offered to all our citizens who are over the age of 16. Finally the Right-to-Read office will validate effective reading projects for all other Office of Education programs. This will be done in conjunction with personnel involved in each individual program, and is nationally disseminated.

The Right-to-Read office itself is currently serving a total of 244 school and community based sites. In establishing these sites, the goal has been for each to plan the best possible program for its unique needs, using materials, information, and technical assistance furnished by Right-to-Read. Grants for these centers are awarded in two parts: A percentage of the total grant is first devoted to planning, with the balance becoming available upon completion of a work statement reflecting both site needs and Right-to-Read goals and objectives.

Senator EAGLETON. Let me ask if I may, Dr. Holloway mentioned a center in La Crosse, Wis. How many centers did you say there are; six?

Dr. HOLLOWAY. No, sir. There are 244 schools and community centers in Right to Read.

Dr. MARLAND. When I mentioned the word "six" I think I was referring to six types of validated reading programs that are arrayed for communities to choose among, all of them being programs we have confidence in.

Senator EAGLETON. So you have 244 schools.

Dr. MARLAND. Schools and community sites.

Senator EAGLETON. 244 schools and community sites that are participating in Dr. Holloway's program of which La Crosse, Wis., is one. Is that school districts or school systems? Is that just one school at La Crosse?

Dr. HOLLOWAY. It could be one school or several schools. In La Crosse it happens to be one.

Dr. MARLAND. It depends on what the community chooses to offer in the program. In some cases the whole school system would be involved.

Senator EAGLETON. In your hoped for objective, in the belief that 99-percent of our citizens can learn to read, you answered another question that you hope to achieve that by 1980.

There are 16,000 to 17,000 school districts in this country, 800 in my own State of Missouri—not schools but school districts.

How long is it going to take to get this around to 17,000 school districts? That would be perhaps hundreds of thousands of schools.

Dr. MARLAND. We have to rely, as I mentioned to Senator Kennedy, on not trying to administer 16,000 school systems from Washington but on building up State competencies and replicating the right to read effort 50 times to reach those cities and counties, in your State, for example.

As my testimony will subsequently show, we are funding this year some 31 such States to set up their nucleus of talent and technical assistance to get these programs in place.

By the end of 1974 all 50 States will have such a center and a nucleus. We therefore multiply out of Washington through each State the talent that will reach these 16,000 districts, and we believe with some confidence that with this level of 1.7 million the first year, we are on track.

Senator EAGLETON. Let us stay with the La Crosse, Wis., situation. I have no vested interest in La Crosse, and I know you will have your results at the end of this fiscal year. Let us assume that those results show substantial progress. Hopefully that would percolate through the rest of the La Crosse school system.

Dr. MARLAND. That is right.

Senator EAGLETON. How is that going to percolate to the Madison school district?

Dr. MARLAND. By reason of the State instrumentality. At the same time the La Crosse school is building its demonstration, the State is building the capacity to capitalize upon that demonstration and multiply it throughout the State.

The school based centers emphasize inservice training for present staff rather than the addition of new personnel. The principal of each school serves as program director, seeing to it that his entire school community, students, parents, librarians, teachers, and teacher aides, is involved in the reading effort, and I might add we do place a strong emphasis on teacher aides, Mr. Chairman.

Programs are monitored by the Right-to-Read office, and evaluated by an independent firm. We believe that 3 years of Federal support for these centers will be sufficient for staff retraining and for validation and dissemination of the program's results.

During the past year, the community based centers have been directing their efforts toward out-of-school adolescents and adults who are in need of reading help. Community based programs are diverse in location, population served, and program content. They can be found, for example, in prisons, community colleges, the inner city, and on Indian reservations.

We feel that it is vital that we provide technical as well as financial assistance to all our Right-to-Read centers. For this reason, the Office of Education is working with five institutional teams to provide technical assistance to Right-to-Read programs. Each of the teams has the equivalent of two full-time employees; one who works with program planning, and one who is a reading consultant. In addition, part-time technical assistance personnel are assigned to each project. In all, some 90 individuals form a network of experts to provide help to Right-to-Read staff and grantees.

The Right-to-Read staff has developed a needs assessment package which is available to every grantee, and is an important part of each site's planning activities. Contents of the package include a program planning procedure kit to help local administrators through essential planning steps, summaries of five already validated programs which grantees may choose to replicate—I used the term "six" because I think we have one other one that is swinging—a status and reporting center kit to help projects monitor themselves, and an assessment scale to facilitate self-evaluation.

In addition to the 244 school and community based projects, 11 State education agencies have signed agreements with the Office of Education which establish their States as Right-to-Read States. Under these agreements, each State pledges to utilize Right-to-Read concepts as coordinating vehicles for all Federal and State programs which involve reading activities. The States and the Office of Education have cooperatively developed the guidelines for this program, and these States are now implementing the Right-to-Read plan of action, much as I indicated in my response concerning Lacrosse.

In addition, every State will have funded staff resources in the State education departments of 31 States, and in 1974 all 50 States will have been staffed out of the Office of Education.

Twenty-five national professional organizations have been selected for continuing liaison with our Right-to-Read effort. These groups, such as the International Reading Association and the American Library Association have been chosen on the basis of the direct relation of their goals to our effort. Notable among these would be the American Volunteer Association.

Meetings between Right-to-Read personnel and representatives of these organizations have resulted in resolutions of support and in specific plans for their participation in our programs. For example, the International Reading Association has distributed leaflets that they have developed about Right-to-Read. The American Library Association has produced a public service phonograph record that tells librarians how to help improve reading skills.

The chief State school officers are planning a series of four regional meetings to encourage State superintendents to make reading a high priority in their States. And the Elementary and Secondary School Principals' Associations are planning to coordinate training programs for their members in the management of reading instruction.

Right-to-Read also funds a number of special projects which we feel can have a broad multiplier effect on the teaching of reading. Projects of this nature currently being supported include a national urban coalition program to improve the reading skills of welfare mothers, a study aimed at developing a televised reading readiness program to meet the special needs of the Spanish-speaking adults, development of a criterion reference test for non-English speaking children, and the production of a series of pilot films which test the feasibility of teaching 3- to 5-year-olds to read via television.

In addition, the National Reading Center is continuing its efforts to involve the private sector in the National Right-to-Read effort, using the remainder of the funds it was granted during fiscal 1972. Its work is monitored by the Office of Education's operational planning sys-

tem, and a formal liaison relationship between OE and the Center has been established.

As part of its effort to secure private involvement in the reading effort, the center has been responsible for the production of a series of radio and television spots geared toward stimulating parental awareness of how to deal with reading problems. It has also established a volunteer speakers' bureau, begun publication of a newsletter, and assembled an "Answers Brochure" of information about reading for public distribution. It bears a particular note here.

The National Institute of Education, as you know, is a new effort. NIE is supporting work at educational laboratories and research and development centers which focuses on methods of improving reading.

For example, the Northwest Regional Educational Laboratory is creating a reading and language development reaching system suited to the needs of Pacific Northwest Indian children. The Southwestern Cooperative Educational Laboratory in Albuquerque is conducting research aimed at increasing the communications ability of 3- to 9-year-olds.

The Institute is also considering further research on reading issues. You must remember that its Council has only now been named, and therefore all its plans are subject to ratification by the National Research Council. Among the areas which may be explored are the questions of how children learn to read, and the relationship of reading to other cognitive development processes.

The Right-to-Read office in OE will become the agent for disseminating the reading research of the Institute, helping to put its products into practice in classrooms across the land.

These research efforts of NIE will, of course, bear fruit only in the long term. In the more immediate future, we hope to broaden the impact of the Right-to-Read effort by training State level technical assistance personnel, disseminating reading programs whose effectiveness has been validated, helping to upgrade teacher education programs, and developing criteria for effective reading programs which can be utilized at the local level.

In addition to the Right-to-Read effort, the Better Schools Act, S. 1319, now before the Congress, includes a significant new initiative for insuring that those most in need receive adequate reading instruction. Seventy-five percent of the money a local education agency would receive for education of the disadvantaged under this act would have to be spent on the teaching of language and mathematics skills.

Reading is, of course, basic to the development of all academic competence. Thus, we feel that the enactment of this requirement would be a major step toward insuring that disadvantaged students currently in school emerge from the educational process with at least those basic reading skills they will need to function successfully in modern society. In light of the success of the existing Right-to-Read program and the continuing research and development on reading in NIE, we do not therefore feel, Mr. Chairman, that additional legislation is necessary, and recommend against S. 1318 currently before this subcommittee.

Mr. Chairman, this concludes my summary of the activities currently being conducted in the Education Division in our effort to in-

sure that every American is able to develop the crucial ability to read.

We shall all be happy to answer any questions you may have.

Senator EAGLETON. Thank you, Dr. Marland. Before I forget it, Senator Cranston asked me to send his personal welcome to you and Dr. Holloway, along with his regrets that he was unable tc be present this morning.

Senator KENNEDY. Dr. Marland, inquired as to funding levels, and I think he has made it clear, at least as we understood Dr. Allen's original proposal back in 1969, when he either coined the phrase or gave it nationwide status—the Right-to-Read—it was understood by Congress that $200 million of new money would go into this national effort to upgrade the reading skills nationwide.

I realize the Office of Education should not try to monitor 17,000 school districts and thousands and thousands of individual schools, and what you must do is by way of example, and demonstration, sweet persuasion, et cetera, but I feel for one that we have been at least partially misled, not by Dr. Allen, not by you, but by a change in thrust in that this $200 million just never came about.

Now we are talking the level of $12 million, and the truth is only $8.8 million has been made available for this year.

Dr. MARLAND. I think before the end of the year that $12 million will be secure.

Dr. OTTINA. I believe so.

Dr. MARLAND. The funds are being allowed as the year unfolds to meet the rate of expenditure. We have not had to deny any expenditures from month to month. The money has been available.

Senator EAGLETON. Are you satisfied, and with your considerable experience in education—you have been a school superintendent of both smaller communities and of a city such as Pittsburgh—that $12 million, assuming that full amount is made available for this year, considering the national crisis that exists insofar as meager reading skills are concerned is a substantial Federal effort in that area?

Dr. MARLAND. I would be less than candid if as a school teacher I did not admit that more money for such a crucial need as reading is very desirable.

I do have to observe, however, Senator, that at the best the Federal effort at this time, even with an added significant sum of money, represents only 7 or 8 percent of the costs of the schools for elementary and secondary children.

A great bulk of the money therefore remains a State and local resource. At best our role is one as you have indicated rather knowingly of persuasion, one of demonstration, one of instituting research that can produce good answers, one of discovering models. At no time should we find ourselves in the position of attempting to come up to the level of the $80 billion that is there. Ours is the yeast that causes that mass to change its chemistry.

Senator EAGLETON. Yours is the yeast. Are we putting in enough yeast?

Dr. MARLAND. I would like to see more yeast, Senator, and I could list a dozen other parts of the Division of Education that could use more yeast in the very context we are describing to help to change that situation out there which in many cases is not working very well.

But I would say in times of scarce resources that $12 million line item for the first time—and we have to say this was zero last year; we had to scrape from bits and pieces all over the division of education—a $12-million increase from zero in the first year is a significant start.

Mr. SAUNDERS. Senator, if I could add, as far as comparing $12 million effort to a $200 million effort, I do not believe the President's original statement was a request for that amount of new funds. It was simply a statement that we intended to spend on Right-to-Read efforts increasing funds up to the level of at least $200 million.

Senator EAGLETON. Well, we are rather careful in our analysis, and certainly the national impression that was gleaned from the President's message, and from then Commissioner Allen's speech, was that this was going to be new money.

This was heralded as a magnificent breakthrough in academia. It received great nationwide publicity; the $200 million was much heralded, and we find out now we erroneously assumed it to be new money.

Mr. Weber says that 70 percent—which may be on the high side—was for reading, but when this program was bandied about in its early stages it was thought to be new, a breakthrough, and that $200 million level is far different from $12 million.

Mr. SAUNDERS. I think the $200 million is comparable to the $500 million that is being spent on the reading-related programs, not the $12 million.

Senator EAGLETON. It is past history. We are talking about the present.

Dr. Marland, it seems that the reading program within the Office of Education are somewhat scattered about. Will it be that the Right-to-Read will be the focal point of reading programs in the Office of Education?

Will Dr. Holloway become the czarina of reading, as it were?

Dr. MARLAND. She already is, Mr. Chairman.

When you say they are scattered about, I would cast that in a slightly different way. The authorities which Congress has placed within the Office of Education have many, many parts, some one to four different parts, and we have been able to identify those parts that most aptly relate to come under Dr. Holloway's management.

For example, take adult education. I do not think you would want to have a separate program for reading for adults, but adult education is an authority that clearly establishes opportunities for us to teach reading to out of school adults.

Take the handicapped, take bilingual education, take Follow Through—all of these are different authorities. Take our cooperative research, take the authority vested in NIE—these are all different authorities which are now being woven under Dr. Holloway's leadership into a central theme that carries the Right-to-Read message not only out to the field but back into these components.

So that we are talking one language, whether it is adult, handicapped child or whatever, and this now is beginning to become a system.

Senator EAGLETON. Doctor, the administration has recommended special revenue sharing. If that were to come into being—parentheti-

cally my editors note God forbid—if it were, what would happen to the Right-to-Read program?

Dr. MARLAND. It would remain even stronger than ever because it would have the muscle of that law behind it. That law, as you may remember, requires that 75 percent of disadvantaged funds reaching a local community shall be devoted to reading and mathematics.

It would mean that the demonstration effect of Dr. Holloway's program would have even more immediacy to those school systems that will be expected to devote 75 percent of their resources to the subject.

Senator EAGLETON. What would happen to title I under special revenue sharing?

Dr. MARLAND. It dissolves.

Senator EAGLETON. Yet it is in title I that the vast bulk in terms of gross dollars for reading are being spent.

Dr. MARLAND. I think the difference, Mr. Chairman, is largely semantics because the law requires, in terms of the elimination or in terms of the phasing out of title I at the end of this fiscal year, that if it is not renewed, that we then have a new instrument called the Better Schools Act, in which a set-aside clearly marked disadvantaged, with virtually the same kinds of controls that have been built into title I, and are good controls, such as the civil rights implications, such as the comparability implications, such as the targeting on the poor but targeting in more depth rather than spreading thinly—these are the conditions of the first large category.

Sixty percent of the resources of the Better Schools Act would be identical with the meaning of title I, except for targeting and except for concentrating in the reading and mathematics.

Senator EAGLETON. Those are the add-ons. In other words, there is nothing in there that requires the school system to use title I for reading, but your analysis is in practical effect close to 50 percent, I think you said, is used.

Dr. MARLAND. That is my guess.

Senator EAGLETON. That is your estimate.

Dr. MARLAND. But now we would be able to require if Congress should enact this law, that 75 percent of the funds marked for the disadvantaged would go to reading and mathematics, and there would no longer be what I am afraid in some cases has been a diffusion of title I money, so that it barely affects the classroom in terms of reading in some cases.

Senator EAGLETON. If that were to occur, then what happens with respect to middle class schools that have reading problems?

Dr. MARLAND. I certainly would agree with that. I say we simply should not attach reading difficulties to disadvantaged children. Here again the Right-to-Read network is not in any way limited to the efforts of title I or a proposed program for the disadvantaged.

The Right-to-Read reaches all communities, all kinds of children where there are reading difficulties, and they are just as apt to occur in a favored community as an ill-favored community.

So when all is said and done, the Right-to-Read resources multipling with local and State resources, and influencing them, should reach the middle class child very effectively.

Senator EAGLETON. Could we have a breakdown for the record of the 244 schools that are participating in the Right-to-Read program now, Dr. Holloway?

Dr. MARLAND. We will be pleased to submit that.

Senator EAGLETON. Secretary Richardson, when he was head of HEW, gave his verbal expression of support to Right-to-Read. Has Secretary Weinberger, to your knowledge, supported the concept of Right to Read?

Dr. MARLAND. We have not concretely addressed this issue, Mr. Chairman, but I have every reason to believe that he does. I think that the evidence of being able to fund a new line item in the budget when new line items in the budget were not kindly looked upon is an expression of his position.

Senator EAGLETON. Dr. Holloway, do you have any of the results of any analysis done, in-house or by outsiders, insofar as the 244 schools? Are they all still in the first year, as it were?

Dr. HOLLOWAY. They are in the first year of full operation. They spent the last half of last year in planning and doing a complete needs assessment, and the evaluation reports are due the middle of June this year, and we plan to summarize them and make them available.

Senator EAGLETON. Who is going to do the evaluating? Will that be in-house?

Dr. HOLLOWAY. We have two kinds. They do a self evaluation of their program in order to modify it based upon what they find, and then we have an external contractor for all of the Right-to-Read.

Senator EAGLETON. I am just curious. Are any of these schools in my State of Missouri?

Dr. HOLLOWAY. Yes, they are.

Senator EAGLETON. Which ones are in Missouri? I would like to know.

Dr. MARLAND. I bet she can tell you in about a jiffy, Senator.

Dr. HOLLOWAY. We have one in St. Louis. That I know.

Senator EAGLETON. Do you know the name of the school?

Dr. HOLLOWAY. No, I do not know the name of the school.

Senator EAGLETON. That is all right. It will be supplied for the record.

Dr. HOLLOWAY. Yes. We will supply it for the record.

[The information referred to and subsequently supplied includes a list of Right-to-Read sites. In addition to the 244 described in the testimony, the list includes 21 impact schools, which are affected by Right-to-Read efforts in their districts.]

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Note: Letters in parentheses after project name indicate the funding source for that project. ABE = Adult Basic Education; SS = Special Services; UB/N = Upward Bound, no subcontract; UB/S = Upward Bound, subcontract.

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(Impact)

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213-266-2106 C.D. #29

(Transition)

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San Fernando, California 91340

Prin: Al Irvin

213-361-0181 C.D. #22

(Redirection)

Foshay Junior High School
3751 South Harvard Boulevard
Los Angeles, California 90018

Prin: Dan Austin

213-733-0107 C.D. #30

School District

Los Angeles Unified School District
450 North Grand Avenue
Los Angeles, California 90012

Supt: J. Graham Sullivan

213-625-8911

AUGUST 1972

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(Impact)

Crocker Highland Elementary
525 Midcrest Road
Oakland, California 94610

Prin: Miss M. Carolyn Murphy

415-832-6458 Cong. Dist. #16

(Redirection)

Prescott Elementary School
920 Campbell Street
Oakland, California 94607

Prin: Mrs. Ola Howard

415-452-4394 C.D. #16

(Transition)

Webster Elementary School
8000 Birch Street
Oakland, California 94621

Prin: Lawrence Solari

415-569-7910 C.D. #16

School District

Oakland Unified School District
Administration Building
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Supt: Marcus A. Foster

415-836-2622

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(Impact)

Memorial Junior High School
2884 Marcy Avenue
San Diego, California 92113

Prin: William Raaka

415-232-0854 C.D. #36 & 37

Samuel Gompers Junior High School Elbert Colum, Prin.
1005 47th Street
San Diego, California 92113

415-264-0121 C.D. #36 & 37

(Transition)

Woodrow Wilson Junior High School
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San Diego, California 92105

Prin: Lerene Sullivan

415-281-8177 C.D. #36 & 37

(Redirection)

Central Elementary School
4063 Polk Avenue
San Diego, California 92105

Prin: Lawrence Shaw

415-281-6644 C.D. #36 & 37

School District

San Diego Unified School District
4100 Normal Street
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Supt: Tom Goodman

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ATLANTA, GEORGIA

(Impact)

E. A. Ware School
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Atlanta, Georgia 30314

Prin: John S. Blackshear

404-524-0436 C.D. #5

(Redirection)

Luckie Street School
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Atlanta, Georgia 30313

Prin: Miss Gladys Eubanks

404-523-0621 C.D. #5

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A. F. Herndon School
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Atlanta, Georgia 30318

Prin: William Stanley

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School District

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Supt: John W. Letson

CHICAGO, ILLINOIS

(Impact)

Nathaniel Cole-Parent Center
4346 W. Fifth Avenue
Chicago, Ill. 60624

Prin: Mr. Wayne Hoffman

312-826-1813 C.D. #8

James A. Mulligan Ele. School
1855 N. Sheffield Avenue
Chicago, Illinois 60614

Prin: Miss Alice Maresh

312-664-4606 C.D. #8

Charles Dickens-Parent Center
605 S. Campbell Avenue
Chicago, Ill. 60612

Prin: Miss Helen Brennan

312-243-9123 C.D. #7

Washington Irvin Ele. School
2140 W. Lexington Street
Chicago, Ill. 60612

Prin: Rober Dougal

312-421-6513 C.D. #7

Lorraine Hansberry-Parent Center
4059 W. Grenshaw Street
Chicago, Ill. 60624

Prin: Mrs. Debora Gordon

312-722-0505 C.D. #8

Charles Evans Hughes Ele. School
4247 W. 15th Street
Chicago, Ill. 60623

Prin: Joseph Lavizzo, Jr.

312-522-1115 C.D. #7

Milton L. Olive-Parent Center
1335 S. Pulaski Road
Chicago, Ill. 60623

Prin: Mrs. Betsy Clayton

312-522-0405 C.D. #7

Parkside Ele. School
6938 S. East End Avenue
Chicago, Ill. 60649

Prin: Robert Brazil

312-493-3064

School District

Chicago Board of Education
228 North LaSalle Street
Chicago, Illinois 60601 Attn: Don Newberg

Supt: James G. Moffat

312-641-4500

INDIANAPOLIS, INDIANA

(Impact)

School No. 113
4352 N. Mitthoefer Road
Indianapolis, Indiana 46236

Prin: Theodore Cox

317-898-7612 C.D. #11

(Transition)

Daniel T. Weir School (No. 71)
3333 N. Emerson Avenue
Indianapolis, Indiana 46218

Prin: Mrs. Kathryn Hill

317-546-4935 C.D. #6

(Redirection)

Henry Wadsworth Longfellow School (No. 28)
510 Laurel Street
Indianapolis, Indiana 46203

Prin: Wayne Fairburn

317-632-8409 C.D. #11

School District

Indianapolis Public Schools
120 East Walnut Street
Indianapolis, Indiana 46204

Supt: Stanley C. Campbell

317-634-2381

NEW ORLEANS, LOUISIANA

(Impact)

Johnson Cornelius Lockett Ele. Sch.
3240 Law Street
New Orleans, Louisiana 70117

Prin: Luther H. Williams

504-945-2149 C.D. #1

(Transition)

William O. Rogers Ele. Sch.
2327 St. Philip Street
New Orleans, La. 70119

Prin: I. Emett Burnett, C.D. #1

504-821-7724

(Redirection)

Belleville Ele. School
813 Pelican Street
New Orleans, La. 70122

Prin: Eugene Chance

504-361-8484 C.D. #1

School District

New Orleans Public Schools
Nicholas Bauer Building
703 Carondelet Street
New Orleans, Louisiana 70130

Supt: Dr. Gene Geisert

504-524-8592

BALTIMORE, MARYLAND

#84 Thomas Johnson Ele. School
1610 Johnson Street
Baltimore, Md. 21223

Prin: Mrs. Jennette Sahorn

#241 Falstaff Ele. School
3801 Falstaff Road
Baltimore, Md. 21215

Prin: Mrs. LaVerne Reed

#91 Gwynn Falls Park Jr. High School
125 N. Hilton Street
Baltimore, Md. 21229

Prin: Isaiah E. White

#401 N. Western Sr. High School
6900 Park Heights Avenue
Baltimore, Md. 21215

Prin: Edward L. Goldsmith

#216 Frankford Ele. School
6001 Frankford Avenue
Baltimore, Md. 21206

Prin: Mrs. Vera V. Young

School District

Baltimore City Public Schools
Three East 25th Street
Baltimore, Md. 21218

Supt: Roland N. Patterson

301-467-4000

Telephone Number: 301-467-4000 CONNECTS WITH ALL SCHOOLS

BOSTON, MASSACHUSETTS

(Impact)
John Marshall School
35 Westville Street
Dorchester, Massachusetts 02124

Dorothea Callahan, Prin. Cong. Dist.: 9

617-436-3130

(Redirection)
James Hennigan School
240 Heath Street
Jamaica Plain, Massachusetts 02130

Joseph Predergast, Prin. Cong. Dist.: 9

617-427-2622

(Transition)
Joseph P. Tynan (Hart) School — The school's name will be Hart until new bldg. is completed in Sept. 1972.
(present address) 491 East Fifth Street
S. Boston, Mass. 02127

John Haverty, Principal Cong. Dist.: 9

617-268-4571

School District

Boston School Department
15 Beacon Street
Boston, Massachusetts 02108

Supt: William H. Ohrenberger

617-742-7400

DETROIT, MICHIGAN

(Impact)

The Neighborhood Ed. Center
8131 East Jefferson St.
Detroit, Michigan 48214

Prin: Mrs. Carnie Greene

313-499-1100 C.D. #13

(Transition)

Rose School
5505 Van Dyke St.
Detroit, Mich. 48213

Prin: Miss Juanita Bilinski

313-921-9195 C.D. #13

(Redirection)

Nichols School
3020 Burns Street
Detroit, Michigan 48214

Prin: Mrs. Willie Woods

313-921-5037 C.D. #13

School District

Detroit Public Schools
5057 Woodward Avenue
Detroit, Michigan 48202

Supt: Dr. Charles J. Wolfe

313-833-7900 x2345

ST. LOUIS, MISSOURI

(Impact)

Laclede School
5821 Kennerly Avenue
St. Louis, Mo. 63112

Prin: Mrs. Buella G. Brooks

314-385-0546 C.D.#1

(Redirection)

Blair School
2708 North 22nd Street
St. Louis, Mo. 63106

Prin: Roy Davis

314-231-0820 C.D. #1

(Transition)

Ashland School
3921 North Newstead Avenue
St. Louis 63115

Prin: John A. Nelson

314-385-4767 C.D. #1

School District

St. Louis Public Schools
Office of the Superintendent
911 Locust Street
St. Louis, Mo. 63101

Supt: Ernest Jones, Acting

314-231-3720

Contact Person:

NEWARK, NEW JERSEY

Dr. Edward Pseffer
201-622-6700 x201-202

(Impact)

18th Avenue School
229 18th Ave.
Newark, N.J. 07108

Prin: Anthony J. Caruso

201-243-4726 C.D. #11

(Transition)

Maple Avenue School
33 Maple Ave.
Newark, N.J. 07112

Maple Ave. Sch. Annex
33 Maple Ave.
201-923-2965

Prin: Mrs. Margie Horton

201-923-5100 C.D. #37

(Redirection)

Central Ave. School
251 Central Ave.
Newark, N.J. 07103

Prin: Miss Pinkie Benjamin

201-623-4525 C.D. #11

School District

Board of Education
Offices of the Superintendent of Schools
Newark, New Jersey 07102

Supt: Franklyn Titus

201-622-6700

BROOKLYN, NEW YORK

(Impact)

Theodore Roosevelt High School
500 East Fordham Road
Bronx, New York 10458

Prin: Henry Saltman

212-295-3600 C.D. #65

(Transition)

Charles Evans Hughes High School
351 West 18th Street
New York, N.Y. 10011

Prin: Irving Siegel

212-675-5350 C.D. #19

(Redirection)

George Washington High School
549 Audubon Avenue
New York, N.Y. 10040

Prin: Samuel Kostman

212-927-1841 C.D. #20

School District

NYC Board of Education
Office of High Schools
110 Livingston Street
Brooklyn, New York 11201

Supt: Harvey B. Scribner, Chancellor

212-596-5030

CLEVELAND, OHIO

(Impact)

Iowa-Maple Ele. School
12510 Maple Avenue
Cleveland, Ohio 44108

Prin: Mrs. Dorothy Newman

216-451-6630 C.D. #22

(Transition)

Hazeldell Ele. School
654 East 124th Street
Cleveland, Ohio 44108

Prin: Mrs. Mary S. Taylor

216-451-5743 C.D. #21

(Redirection)

Louis Pasteur Ele. School
815 Linn Drive
Cleveland, Ohio 44108

Prin: Mrs. Dorothy Middleton

216-[illegible]-5727 C.D. #21

School District

Cleveland Public Schools
1380 East Sixth Street
Cleveland, Ohio 44108 Attn: Dr. Margaret Fleming
Room 603

Supt: Paul Briggs

216-451-5743

PHILADELPHIA, PENNSYLVANIA

(Impact)

Julia R. Masterman Ele. & Jr. High School
17th and Spring Garden Streets
Philadelphia, Pennsylvania 19130

Prin: Melvin McMaster

215-563-4656 C.D. #3

(Transition)

Charles E. Bartlett Jr. High School
11th and Catharine Streets
Philadelphia, Pennsylvania 19147

Prin: Anthony V. Giantetro

215-923-3646 C.D. #7

(Redirection)

Jay Cooke Jr. High School
York Road and Louden Street
Philadelphia, Pennsylvania 19141

Prin: Lewis Goldstein

215-455-1973 C.D. #5

School District

School District of Philadelphia
Board of Education
21st Street S. of the Parkway
Philadelphia, Pa. 19103

Supt: Matthew W. Costanzo

213-448-3670

PITTSBURGH, PENNSYLVANIA

(Impact)

Latimer Jr. High School
Tripoli and N. James Streets
Pittsburgh, Pa. 15212

Prin: Anthony Bellini

412-321-0312 C.D. #14

(Transition)

Conroy Junior High School
Page and Fulton Streets
Pittsburgh, Pa. 15233

Prin: Robert Cook

412-321-3371 C.D. #14

(Redirection)

Arsenal Middle School
40th and Butler Streets
Pittsburgh, Pa. 15201

Prin: William F. Dapper

412-682-0495 C.D. #14

School District

Board of Public Education
Administration Building
Bellefield and Forbes Avenues
Pittsburgh, Pa. 15213

**Supt: Dr. Louis J. Kishkunas

412-682-1700 x424 or 439

**Send Materials to:

Dr. Louis Fitzgerald
Pittsburgh Public Schools
341 S. Bellefield Avenue
Pittsburgh, Pennsylvania 15213

MEMPHIS, TENNESSEE

(Impact)

Sea Isle School
5220 Sea Isle Road
Memphis, Tenn. 38117

Prin: Dr. Claire Henry, Director

901-684-7897 C.D. #9

(Transition)

Alcy Elementary School
1750 Alcy Road
Memphis, Tenn. 38114

Prin: Mrs. Ethel B. Brooks

901-948-3576 C.D. #9

(Redirection)

Carnes Elementary School
943 Lane Avenue
Memphis, Tenn. 38105

Prin: Cleophus Hudson

901-526-5569 C.D. #9

School District

Memphis City Schools
2597 Avery Avenue
Memphis, Tenn. 38112

Supt: John P. Freeman

901-323-8311

DALLAS, TEXAS

(Impact)

Paul L. Dunbar Ele. School
4200 Metropolitan Avenue
Dallas, Texas 75210

Prin: Robert Brown

214-428-5404 C.D. #5

(Transition)

David Crocker Elementary School
4010 N. Carroll Avenue
Dallas, Texas 75246

Prin: John Redd

214-821-2937 C.D. #

(Redirection)

T. D. Marshall Ele. School
915 Brookmere Street
Dallas, Texas 75216

Prin: Justin M. Wakeland

214-375-2521 C.D. #3

School District

Dallas Independent School District
3700 Ross Avenue
Dallas, Texas 75204

Supt: Nolan Estes

214-824-1620

HOUSTON, TEXAS

(Impact)

Edward L. Blackshear Ele. School
2900 Holman Avenue
Houston, Texas 77004

Prin: Mrs. Theresa Stewart

713-529-1063 C.D. #22

(Transition)

Southland Elementary School
3535 Dixie Drive
Houston, Texas 77021

Prin: Norman Luther

713-747-4043 C.D. #22

(Redirection)

Lamar Elementary School
2209 Gentry Street
Houston, Texas 77009

Prin: Lauro Montalvo

713-227-7617 C.D. #7

School District

Houston Independent School District
3830 Richmond Avenue
Houston, Texas 77027

Supt: Dr. J. Don Boney, Acting Gen. Supt.

713-623-5011

SAN ANTONIO, TEXAS

(Impact)

Baskin Ele. School
630 Crestview Drive
San Antonio, Texas 78201

Prin: Paul Rode

512-735-5921 C.D. #21

(Redirection)

Burnet Ele. School
406 Barrera Street
San Antonio, Texas 78201

Prin: Katie Jones

512-223-5312 C.D. #20

(Transition)

Fenwick Ele. School
1930 Waverly Street
San Antonio, Texas 78228

Prin: Rena Ball

512-732-4411 C.D. #20

Ogden Ele. School
2215 Leal Street
San Antonio, Texas 78287

Prin: Joe Rodriguez

512-432-8601 C.D. #20

Stewart Ele. School
1950 Rigsby Street
San Antonio, Texas 78210

Prin: Edna Pavelka (Mrs.)

512-333-0311 C.D. #23

School District

San Antonio Independent
School District
141 Lavaca Street
San Antonio, Texas 78210

Supt: Harold H. Hitt

512-227-5121

MILWAUKEE, WISCONSIN

(Impact)

(3 schools listed on page 22)

(Transition)

Franklin Pierce School
2765 N. Fratney Street
Milwaukee, Wis. 53212

Prin: Donald Cowles

414-475 8554 C.D. #5

(Redirection)

Brown Street School
2029 N. 20th Street
Milwaukee, Wis. 53205

Prin: Emeric Dakich

414-475-8424 C.D. #5

School District

Milwaukee Public Schools
Administration Building
5225 West Vliet Street
P.O. Drawer 10K
Milwaukee, Wis. 53201

Supt: Richard P. Gousna

414-476-3670

MILWAUKEE, WISCONSIN (cont'd)

(Impact)

Lee School
921 West Meinecke Avenue
Milwaukee, Wisconsin 53206

Prin: Richard A. Lipinski

414-562-0370 C.D. #5

53rd Street School
3618 North 53rd Street
Milwaukee, Wisconsin 53216

Prin: Dr. Byron A. Helfert

414-475-8460 C.D. #5

Emanuel L. Philipp School
4310 North 16th Street
Milwaukee, Wisconsin 53209

Prin: LeRoy Freeman, Jr.

414-264-3772 C.D. #5

SPECIAL RIGHT TO READ PROJECT

ARIZONA

Dr. Eugene L. Hertzke, Superintendent
Creighton School District
2702 East Flower
Phoenix, Arizona 85001

602-956-6950

Dr. MARLAND. In fact, very likely the 244 schools you have requested can be broken down by States.

Dr. HOLLOWAY. They are. The list I have is broken down by States.

Senator EAGLETON. Dr. Marland, on page 3 you state: "We feel that it is vital that we provide technical as well as financial assistance to all our Right-to-Read centers." What is envisioned by the phrase "technical assistance"?

Dr. MARLAND. It is a term, Mr. Chairman, that I think is coming more and more into our lexicon, at least in HEW. It is one in which we try to move under the spirit of the Better Schools Act from the paper-processing organization to a person-to-person relationship.

For example, setting reading aside for the moment, but looking at it another way of weighing the function of technical assistance; many States and communities now are deeply concerned about accountability, about installing systems of financing and management that will be far more responsive to public expectations.

Very little is known on this. Schools are broadly unsophisticated on the subject. We have now constructed a central body of people skilled in the subject who are available on call through State and local systems, to spend 2 weeks in a given situation, help them set in motion the machinery for accountability.

This is not dominated or, in an authoritarian sense, imposed, but it is available. The same would apply to Dr. Holloway's resources. She has, as I mentioned, some 90 people on call who are reading experts or planning experts, as the case may be, who are on call.

If a community such as St. Louis wishes to receive funds under the Right-to-Read program, they set up their proposal, and we in turn help them install it in terms of the Right-to-Read techniques that they have asked for.

That means teachers sitting with teachers. It means supervisors sitting with supervisors, and it means a logical relationship in which they ask us the questions.

We may have some things in St. Louis that we think next month we are going to be able to use in Rochester, and vice versa, in terms of diffusion and dissemination.

One closing comment on this, the presence of NIE now coming into this picture with the resources of research it will be mounting, will provide immediate ammunition to the technical assistance people to carry out into the field and install.

This packet here I mentioned in my testimony—the kit—I am going to ask Dr. Holloway to make this explanation.

Dr. HOLLOWAY. One of the unique things about Right to Read, instead of just adding a program onto an existing reading approach in the school, we ask the school to go through a needs assessment, so they really know the status of their needs.

Then they build on a reading program, after they have examined alternative programs that have worked nationwide. This is just one program that we validated that has a description of the program, the kind of children it serves, the kind of training the teachers are involved in.

It has in it the evaluation results, because it does not get packaged unless it was effective. It has in it the way parents are involved, par-

ticular curriculum materials, and finally, it has a film of teachers in the classroom with the children.

They examine these in order to be able to decide whether or not there is anything in X program that relates to their particular program.

It is our first attempt, and we hope to make it more sophisticated as we go along.

Finally, what works we share systematically throughout the country, so indeed, they will not have to reinvent the wheel.

The response that we have received from this has been tremendous, because normally they have to plan on their own. This kit is not just given away for them to replicate; it is taken with a technical assistance person who helps them look at their needs and plan for a better program.

We have received very favorable comments in terms of its use. What the states do, they take them and disseminate them to nonright-to-read demonstration programs. They may utilize them in title I, in fact, some of the programs we have looked at have been title I programs.

They share them throughout the State in much the same way we try to share them in the demonstration programs.

Senator EAGLETON. Is the Right to Read funding the National Reading Center this fiscal year?

Dr. MARLAND. The National Reading Center this fiscal year is using carryover funds that were awarded last year. There have been no new funds afforded the National Reading Center.

Senator EAGLETON. That is fiscal year 1973. What is planned for 1974?

Dr. MARLAND. This is under study at this time, and we are not in a position to give a decision on that yet, Mr. Chairman.

Senator EAGLETON. Has the Office of Education recovered or attempted to recover any of the disallowed funds spent by the Center?

Dr. MARLAND. I am going to ask Dr. Ottina to respond to that. He has been the principle person working with that both as deputy commissioner and subsequently as commissioner designate.

Dr. OTTINA. The center has not yet repaid any of the funds. They were trying to find other means to find money to repay us the approximately $600,000 disallowed.

Senator EAGLETON. Doctor, I interrupted you.

Dr. MARLAND. Dr. Holloway has discovered the other communities in Missouri beyond St. Louis. They are Columbia and Ferguson.

Senator EAGLETON. I would like to have the names of the schools.

Dr. HOLLOWAY. It will be in the record.

[Information subsequently supplied follows:]

Right to Read Sites in Missouri
Outside St. Louis

Harold E. Steere
Asst. Superintendent
Columbia Public Schools
Columbia, Missouri 65201

314-449-3133

Richard Muzzy, Principal
West Boulevard Elementary School
Columbia, Missouri 65201

314-443-7867

Doris Stumpe, Asst. Supt.
Ferguson-Florissant School District
655 January Avenue
Ferguson, Missouri 63135

314-521-2000 ext. 202

Mrs. Thelma Williams, Principal
Walnut Grove School
1248 N. Florissant Road
Ferguson, Missouri 63135

314-521-2000 ext. 345

Senator EAGLETON. Have you ever consulted with Dr. Kottmeyer on any facets of the Right-to-Read program?

Dr. HOLLOWAY. I know who Dr. Kottmeyer is. I have not conferred mith him on Right-to-Read specifically.

Dr. MARLAND. I happen to count Dr. Kottmeyer as an old and dear friend, and have great respect for his competence and leadership in education.

Senator EAGLETON. He is very talented in the reading field and is devoting full time to it now, to the exclusion of all else.

We have two more questions, and then we will adjourn.

Mr. SCHNEIDER. Senator Kennedy did not finish some of his questions, and if I could, I would like to ask them.

I am sure that you know that many of the States now have no requirements as far as regular elementary school teachers in the teaching reading methods courses. Massachusetts is one, for example. I was wondering whether or not you were considering doing anything in that regard, suggesting requirements be attached to Federal grants?

Mr. SAUNDERS. It is a serious problem which you have cited with the Senator's question. I have, as a school administrator, deplored this condition for a long time.

A young person, man or woman, can be given a job as a first grade teacher without having in some States one semester hour of instruction in the teaching of reading. I think it outrageous.

I think on the other hand that so long as we view the Federal role in education as one that is not the director but rather the facilitator, we have to rely on State law as distinct from Federal law to carry this out.

Now, the concluding passage, however, to answering this question, is to say that the things that Right-to-Read is doing under Dr. Holloway, training currently 300,000 teachers, is in my judgment perhaps arching over the deficiency in State regulations.

I would ask Dr. Holloway to add to that.

Dr. HOLLOWAY. I wanted to comment that in our negotiations with the State education agencies they recognize this is a very great concern, and in talking with them about changing this State certification, they have asked for our advice on many of these matters, because they indeed want to upgrade the certification for the teaching of reading, and to work closely with the colleges and universities in this.

I would also like to comment briefly on some of our work with higher education. We have guidelines in-house that we think would help greatly as we fund programs for next year in universities and colleges, changing curricula and preparing teachers.

One of the fallout effects is that some of our major universities in teacher training are utilizing Right-to-Read materials as courses for teaching candidates and for inservice education.

They are just restructuring their existing courses, which is very healthy we think, but we want to go into a major effort in teacher preparation, because we recognize unless we prepare the teachers, we really are not going to do a good job.

Dr. MARLAND. Here again I think NIE will have some influence to stimulate reform, particularly in what is the best thing to teach teachers.

Mr. SCHNEIDER. One other question. Yesterday we heard from Ken Wooden who told us about 100,000 people who are incarcerated in reform schools and other correctional facilities. Most, according to his investigation, had a reading level of second, third, and fourth grades.

What is the Office of Education doing about that situation, and have you attempted to find out what school districts, in the area where there are correctional facilities, are doing in trying to provide reading instruction to those students?

Dr. MARLAND. It may be that Dr. Ottina can give you more current data than I can, but a quick reaction is that significant programs are now being carried on under our adult education program for people in prisons, both adolescent and adult, right now some 40,000 pupils, as I recall, are under the general programs affecting prison education.

Dr. Ottina, do you want to add to that, as to what we may be doing?

Dr. OTTINA. Yes. We have really several efforts among them. Out of the title I there is an effort in which we try to attack that problem. We have also had a task force very much concerned with these incarcerated and what kinds of programs we can use from the Office of Education to help remediate some of the problems, particularly academically which handicap them, and have mounted in the last couple of years substantial efforts in those directions.

Mr. SCHNEIDER. Are you satisfied with the level now?

Dr. MARLAND. No, we are never satisfied with our level of effectiveness in these things, but I think the record will show we are working at it.

Senator EAGLETON. Dr. Marland, Dr. Ottina, Dr. Holloway and the other members of the OE staff, we appreciate your presentation. Thank you very much.

I will put in the record at this time a statement of Ralph C. Steiger, executive secretary, International Reading Association, Newark, Del., to be made part of the record.

[The statement referred to follows:]

Statement of Ralph C. Staiger, Executive Secretary

International Reading Association
Newark, Delaware

Senator Pell, Senator Eagleton, and members of the subcommittee, I am speaking on behalf of the International Reading Association, a professional organization of 56,000 members and subscribers in most parts of the world, the majority of whom are in the United States.

Many of the needs of reading teachers, reading specialists, and other professionals concerned with reading instruction were included or alluded to in Senate Bill 3839 introduced in the second session of the 92nd Congress. Several comments on the bill might be useful as it is considered for revision by the 93rd Congress.

Rightly, the bill recognizes that there is a need for attention to the improvement of reading in the United States. Such improvement should be more than merely giving aid to the pupil who is retarded in his school performance. It should include instruction for the student who is performing adequately, but who could, with help from a knowledgeable school staff, become a superior reader. Such a reader could be a superior performer in the many kinds of reading which an individual is expected to perform in today's world; he should not only be able to understand and retain what he is reading slowly for study purposes, but he should be able to read quickly when it is desirable; he should skim when it is necessary and scan when locating words in text; he should enjoy reading for pleasure and for advancement. In short, he should be well-rounded in the ability to use the printed page for furthering his goals in life.

To substantiate the need for legislation in the reading field, it might be appropriate to cite the recommendation of Forum Seven of the 1970 White House Conference on Children and Youth. That Forum made the following recommendations related at that time to the fledgling "Right to Read" effort. They could be made at the present time for the legislation being considered, with minor adjustments in wording:

Since the existing administrative and fiscal arrangements within the United States Office of Education are as yet still inadequate to mount and implement a total national Right to Read effort, we urge that

Enabling legislation be introduced in the United States Congress to establish a national priority for the Right to Read effort

An appropriate level of funding be authorized to support the Right to Read effort

An administrative organization be established to coordinate and direct all programs, existing and contemplated, related to the Right to Read effort

Five key areas which must receive priority attention in all endeavors to strengthen the Right to Read effort are

Basic and applied research into the teaching and learning of reading

Teacher education programs, particularly in the teaching of reading

The availability and accessibility of appropriate materials and experiences to meet the child's needs and interests

The importance of preschool and out-of-school activities with parents and others in the community to cognitive and affective development basic to learning to read

Application of modern management principles and methods at all levels in education to assure the best use of resources toward rapid progress.

Most of these key areas were included in some fashion in Senate Bill 3839, except for the last two, attention to preschool and out-of-school activities with parents and others in the community and their influence on learning to read, and the application of modern management principles and methods at all levels of education.

Senate Bill 3839 has a useful general plan, but it can be strengthened at the next revision by several changes. The following comments relate to specific parts of the bill which require scrutiny:

1. (page 3, line 7ff) What is a reading program? Some now use the term loosely and have indeed interpreted a series of filmstrips, or a collection of cards with single words to be flashed for a child as an entire "reading program." A reading program should be comprehensive, should include many different types of reading, but should be open-ended enough to lead students to reading experiences outside school. It should include not only textbooks and other reading instructional devices but also diagnostic materials, trade books, paperback books, newspapers and magazines, and experimental teacher and/or student devised materials. It would appear that some safeguards should be built into the bill to guarantee that a program has both depth and breadth.

2. (page 5, lines 9-13) The quality of functional literacy instruction should be strengthened by having such instruction provided <u>in recognized continuing education centers or their equivalent</u>. This is open-ended enough to include such agencies as store-front centers, church and community projects but would disqualify uncontrolled

"literacy mills" which might spring up if federal support were available.

3. (page 5, lines 14-17) I hope that this means that a state approved reading program would include all pupils; that secondary school students should benefit from such a program as well as elementary pupils; and that not only retarded readers would have provision for reading help. This section might best be redrafted; it is not parallel to sections i and iii; and as you can see from my comments above, is confusing.

4. (page 5, lines 18-24) These two sections hit at areas in which great needs exist, bilingual education and the training and retraining of instructional and other educational staff. Both have been concerns of the Association for some time, and much effort has been expended in the direction of preservice and inservice teacher education. The coordination of the various kinds of needed training programs in reading is an important priority.

5. (page 6, lines 3-4) "Special reading projects for pupils who do not succeed in regular school programs" could take many forms. If this section is designed to assist severely retarded readers who require specialized clinical help, this should be made clear. Does this section duplicate page 5, lines 3-8? If other projects are intended by the language of this section, what are they?

6. (page 6, lines 5-8) The establishment of measurable reading objectives and the use of evaluation devices is an extremely complex task--the staff of the National Assessment of Educational Progress will attest to this--which might very well be the basis for

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a series of research studies conducted by the National Institute of Education.

7. (page 8, lines 16-22) As it presently stands, the bill encourages only research, demonstration, and pilot projects by the National Institute of Education "related to the use of educational technology in reading programs." Certainly other types of reading-related research should be supported by NIE, and it is hoped that this section will not be restrictive. Other areas urged by a special committee of the International Reading Association as priority concerns for NIE include the important general topics of 1) How people learn to read, 2) the nature of the reading process and 3) optimal ways of teaching reading.

Since the notice of hearings on reading programs appeared in the Congressional Record, Senators Beall and Dominick Lane introduced Senate Bill 1318, the Elementary School Reading Emphasis Act of 1973.

This bill is quite specific and we hope that some of its provisions will appear in a reading improvement bill which will eventually be voted upon by the Congress. Senate Bill 1318 does not make provision for adult illiterates, but it contains strong provision for the training of reading personnel, and for the use of public television for reading instruction.

Reading has been called the backbone of a free society; it is being studied internationally as one of the world's problems. Members of our Association from overseas have reminded us that educators the world over are watching our present Right to Read effort and that it

cannot be permitted to falter. Action is necessary to strengthen, through legislation, the foundation on which a viable program is now being built. The time has come to legitimize a federal effort which encourages state and local education agencies to develop strong reading programs.

March 28, 1973

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Inner-City Children Can Be Taught to Read: Four Successful Schools

by

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SUMMARY OF CONCLUSIONS

"Reading achievement in the early grades in almost all inner-city schools is both relatively and absolutely low. This project has identified four notable exceptions. Their success shows that the failure in beginning reading typical of inner-city schools is the fault not of the children or their background—but of the schools. None of the successes was achieved overnight; they required from three to nine years. The factors that seem to account for the success of the four schools are strong leadership, high expectations, good atmosphere, strong emphasis on reading, additional reading personnel, use of phonics, individualization, and careful evaluation of pupil progress. On the other hand, some characteristics often thought of as important to school improvement were *not* essential to the success of the four schools: small class size, achievement grouping, high quality of teaching, school personnel of the same ethnic background as the pupils', preschool education, and outstanding physical facilities." (page 30)

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INTRODUCTION

For some time before I began this project I had been intrigued by three facts. First, reading achievement in the early grades in almost all inner-city schools is both relatively and absolutely low.[1] Second, most laymen and most school people believe that such low achievement is all that can be expected. Third, I had seen for myself one inner-city school and had heard reports of several others in which reading achievement was *not* relatively low, in which it was, indeed, about the national average or better.

The first fact can be easily documented. Now that reading achievement scores by school are released to the public by many large-city school systems, the public itself can see the high correlation between these achievement scores and the average income level of the neighborhoods in which the elementary schools are located. The school officials of any large school system can easily make such an analysis for themselves. If they take the five (or ten) schools in the highest-income areas of their district, a similar number of schools in an average-income area, and a similar number of schools in the lowest-income area, they will almost certainly find that the reading achievement scores will generally distribute themselves accordingly: high for the high-income areas, more or less average for the average-income areas, low for the low-income areas. And the school officials, better than the public, will know (or should know) just how low the reading achievement is, absolutely, in the lowest-income schools. Several studies have done this correlation between reading achievement and income on an extensive basis. Possibly the best known are those by Patricia Cayo Sexton for all the elementary schools of a large Midwestern city[2] and by James S. Coleman and others for the nation as a whole.[3]

[1] By "relatively low" I mean relative to schools in other areas. By "absolutely low" I mean low in terms of the requirements of the middle grades. Many of the inner-city children who fail to learn to read in the primary grades never learn to read well. They leave school years later as functional illiterates. Moreover, during their remaining years in school they are constantly frustrated and handicapped by their reading deficiency.

[2] See *Education and Income*, Viking, 1961, pp. 25-38.

[3] See *Equality of Educational Opportunity*, U.S. Office of Education, 1966, esp. pp. 21 and 296.

In view of the general situation and the existence of studies such as those cited above, the second fact is understandable. Laymen and school people alike are not surprised to learn that reading achievement in the inner-city schools is very poor. What varies is their explanation for this phenomenon. Mrs. Sexton, more than ten years ago, explained it by saying (and offering evidence) that inner-city schools received less money. Such an explanation would hardly do today, since for several years now the (Federal) Elementary and Secondary Education Act, charitable foundations, and local school systems themselves have frequently provided *more* resources for inner-city schools than were available for schools in higher-income areas. The Coleman Report explained it in terms of the family background of the pupils. Arthur R. Jensen explained it primarily in terms of differences in intelligence.[4] Some educators explain it by saying that we do not yet know how to teach reading to disadvantaged children.

None of the above explanations satisfied me. Even though the family background of these children is generally poor, it is no poorer than that of millions of children who had learned to read in the United States in the past. Even though in my opinion the intelligence of poor children is somewhat lower, on the average, high intelligence is not necessary to learn the relatively simple skill of beginning reading. Perhaps the best evidence of this is the fact that several foreign countries are considerably more successful in teaching beginning reading to the whole population than we are. Most of all, the third fact (the apparent existence of successful schools) suggested to me that beginning reading achievement in inner-city schools does not have to be as low as it usually is.

Accordingly, I developed a hypothesis: that several inner-city public schools exist in the United States where reading achievement in the early grades is far higher than in most inner-city schools, specifically, is at the national average or higher. A study to investigate this hypothesis would have two purposes. If the hypothesis proved correct, the study would show that inner-city children can be taught reading well, and it might discover some common factors in the success of the good programs. In the spring of 1970, the Board of Directors of the Council for Basic Education approved my undertaking the project, and a grant was later obtained from the Victoria Foundation to cover some of the expenses.

[4] See Arthur R. Jensen, "How Much Can We Boost IQ and Scholastic Achievement?" in *Harvard Educational Review*, Winter 1969.

During the school year 1970-71 I conducted the study and found the four successful schools that serve as the basis of this report. Two of them are in New York, one in Kansas City, and one in Los Angeles. The remainder of this paper describes the project as a whole, describes in some detail the four successful schools, and draws some conclusions. Appendix 1 deals with the test that was used to determine reading ability. Appendix 2 contains a comment on beginning reading achievement and income.

THE PROJECT

Definitions

The school as the unit of study was not selected by accident. I could have studied a smaller unit, the teacher and her individual class, or a larger unit, the school system. I rejected the single class because almost all teachers have their pupils only one school year, and one school year is often insufficient, even for an outstanding teacher, to teach beginning reading skills to disadvantaged young children. Moreover, even if I had documented successes on the individual class basis, they could have been attributed to the outstanding quality of the individual teachers involved. There is a limited number of outstanding individual teachers at every level of the nation's public schools, and those teachers accomplish far more, by any one of several measures, than average teachers. To have documented such successes in reading instruction would have shown that disadvantaged children can be taught beginning reading well, but it would have reduced the chances of discovering success factors other than teacher quality.

On the other hand, I rejected the school system as a unit of study because, when the project was conceived, I did not believe that any big-city public school system in the country was succeeding in beginning reading instruction in all, or even most, of its inner-city schools. (During the course of the project, I found one system that did seem to be successful, but more about that later.)

Having defined the unit to be studied, I had to work out definitions for "inner-city" and "successful reading achievement."

Definition of an inner-city school may seem an easy matter, but it did present some difficulties. I began by using the term "ghetto," with the thought that these days it conveys a rather unambiguous meaning: a fairly homogeneous area in a large city inhabited by very low-income persons belonging to a group that is "trapped" in the area not only because of its poverty but because of its ethnic or national origin. The major such groups in the United States today are the blacks, the Puerto Ricans, and the Mexican-Americans. I later decided to discard "ghetto" for several reasons. First, many people dislike it, and some school people working in these areas do not like to have the term attached to their schools. Secondly, the

term "ghetto" is often associated with Negro areas only; Spanish-speaking groups prefer "barrio," and other poor groups do not like either term. Lastly, not all ghetto areas are populated by very poor people. In fact, in many large cities there are ghetto areas that are middle-class or at least not very poor. I was interested in schools attended by very poor children of whatever origin because such schools, in addition to having very low reading achievement, are generally associated with low expectations on the part of the public and school personnel. As it turned out, all of the inner-city schools I visited were attended largely by blacks, Puerto Ricans, or Mexican-Americans. This was due partly to the fact that a disproportionate number of our very poor people, particularly in our large cities, *are* members of these groups. It was due partly to happenstance; I was not successful in efforts to visit schools attended by very poor children who do not belong to any of these groups.

My final definition of an inner-city school was *a non-selective public school in the central part of a large city that is attended by very poor children.* In determining whether a school met this definition, I decided that Title I designation was a necessary but not sufficient criterion; the selection of schools for Title I funds varies considerably from large city to large city. A second criterion was a high percentage of children eligible for free lunch under the Federal program. Another criterion, which applied to New York City alone, was eligibility for the Special Service category. In New York City, about 240 of the 600 elementary schools are so eligible on the basis of five criteria: pupil turnover, teacher turnover, percentage of pupils on free lunch, number of children with foreign language problems, and the extent of welfare and attendance problems.

Successful reading achievement also had to be defined. Since most elementary schools in very low-income areas have reading achievement medians substantially below national norms on whatever nationally standardized test is used, I thought it reasonable to require that an inner-city school, to be regarded as successful, would have to achieve a national grade norm score as a median. But it seemed desirable to require that a "successful" school meet another test: that the percentage of gross failures be low. Typically, inner-city schools not only have a low achievement median, but the number of gross reading failures—children achieving far below national norm levels—is high.

The third grade seemed to be the best level at which to test this

success. In the first place, what might be called "beginning reading instruction" normally ends with the third grade. Although many children master the "mechanics" of reading by the second grade, some in the first, and a few even before coming to school, the standard reading curriculum in the United States assumes, starting with the fourth grade, that children have achieved the mechanics, and branches out into vocabulary extension, grammar, independent writing, and literature. In the second place, testing earlier than the third grade might have biased the outcome in favor of one or another reading method or approach. Today there are many different instructional methods and approaches being used, and they start out in different ways. But there comes a time, and I would submit that it is the third grade at the latest, by which the school should have taught the child the basic reading skills, whatever method or approach is used. Accordingly, reading success was examined in this project during the middle and latter part of the third grade. At that point the school, to be "successful," had to achieve a national grade-level norm or better as a median and had to have an unusually low percentage of non-readers. The non-readers, incidentally, may have been able to read some individual words but were nonetheless, for all practical purposes, unable to read.

Every effort in this project was made to avoid a bias with respect to particular instructional approaches, methods, and materials. In most cases I had no idea, before I visited the school, of the program being used. As I think will be evident to persons familiar with current reading instruction in the United States, the Council for Basic Education was determined to let the methodological chips fall where they may. At many points during the project I made this clear to school people and others. I developed an absurd illustration to emphasize the point: I said that if we found an inner-city school that achieved success in beginning reading by having the children stand on their heads for a half-hour every morning, I would write up such a school in the final report.

Getting and Winnowing the Nominations

As soon as the project was approved, in April of 1970, I began to gather names of schools that might ultimately qualify as success stories in this report. I asked specialists in the field of reading, publishers, and school officials for nominations. I did some searching of the literature. I placed a notice in the *CBE Bulletin*. I asked the

superintendents of five big-city systems and central-office administrators of six others for nominations. I kept the nomination process open for over a year. The search did not have to be a complete one, however. I did not need to find *all* of the inner-city schools that were successful in beginning reading instruction. The purpose of the search was simply to find enough schools so that several reasonably representative successes could be described and analyzed in the final report. Accordingly, there are undoubtedly a number of successful schools beyond the four that are written up in the next section.

All told, about 95 schools were nominated. Of these, some obviously were not non-selective public schools in the inner-city sections of large cities. But 69 seemed to be such schools, and to each of these I wrote a letter, addressed to the principal, asking if he believed that his school met both criteria (type of school and reading success) and if he would welcome an independent evaluation of reading achievement and the reading program. This step of asking the principal for permission to visit his school took a substantial toll of the nominees. Some principals did not reply at all. Others replied that they were not inner-city schools or that they were not successful in beginning reading instruction in terms of the criteria to be used. Finally, a number of principals refused to have me visit when the nature of the independent evaluation was spelled out in detail. In the end, I visited 17 schools in seven large cities. I would have visited a few more had there been time prior to the closing of school in May and June of 1971.

Independent Evaluation of Reading Achievement

I took for granted from the outset that an independent evaluation of reading achievement would have to be made. The alternative was to accept, in most cases, results on tests that the schools had administered themselves. Although it is customary in public education to do just that—to allow schools and school systems to evaluate themselves—it is obviously unreliable and unsatisfactory. Most teachers and administrators try to administer standardized tests honestly to their pupils. But without any auditing procedure, the temptations are very great, not only for teachers and administrators, but for publishers and others with an interest in the outcome. The greater the pressure for results—and the pressure is increasing with the current trend toward greater "accountability"—the less reliable self-evaluation becomes.

The existence of "irregularities" with respect to achievement testing is common knowledge among school people but has come to public attention only recently, for example in the case of certain New York City public schools.[1] Although most irregularities take the form of coaching (excessive preparation) for the test, there are more flagrant types of misbehavior, such as teaching the particular words to appear on the test, practicing on the test itself, changing the answers before the tests are scored, giving pupils aid during the test, allowing additional time, and failing to test selected pupils who are expected to do poorly. (I saw evidence or heard reliable reports of all of these irregularities during my visits to the seven large cities.) The question of coaching is a particularly difficult one because New York and other school systems tell their personnel that it is permissible to prepare pupils for the tests by drilling them on similar material. Particularly in the case of young children who have had little or no experience with such tests, some such preparation does seem justified because otherwise children who are experienced in test-taking will have an advantage. Problems arise because different schools engage in different amounts of such preparation.

My first plan was to administer a nationally standardized test. I rejected this because the tests are not entirely comparable and because whatever test was used would tend to favor schools in cities that used that particular test. Moreover, such a procedure would not have avoided the differences in pupil preparation for the kind of test involved, since all of the major nationally standardized reading achievement tests for the lower grades are similar in form. Accordingly, I decided to use a test that none of the large cities used.

The test tentatively selected was the Basic Test of Reading Comprehension used by Professor S. Alan Cohen of Yeshiva University.[2] Since that test was unpublished and unavailable to me, I decided (with Professor Cohen's permission) to make up a test based on the same approach. Because I was interested in testing the ability of poor children to read words that they already understood by ear, I devised a test entirely of words that I thought they so understood. I also decided to use a test different in form from the nationally standardized reading achievement tests. The test would then evaluate not their breadth of aural vocabulary nor their ability to take tests of the multiple-choice type, but their "mechanical" ability to read simple

[1] See articles in *The New York Times*, April 3, 5, 7, 9, 1971.

[2] See pages 67-69 of his *Teach Them All To Read*, Random House, 1969.

American English. After drafting a test, I tried it out in the city of Alexandria, Virginia, through the generous cooperation of its superintendent, Dr. John C. Albohm. Alexandria has 14 elementary schools whose reading scores at third-grade level range from substantially above national norm to substantially below. I gave the test to every present third-grade child in five schools: the two schools with the lowest reading scores in the city, two schools with average scores, and the school with the top scores. I also tested the fifth grade in one of the lowest schools. In addition, I tested the vocabulary on a number of individual children. This field testing allowed me to refine the test and obtain scores which could be equated with national norm scores on nationally standardized tests.

The resulting test contained 32 items and could be administered in 15 minutes actual test time. I planned to give the test myself so as to make the administration as uniform as possible. (Further details on the test are given in Appendix 1.)

The School Visits

The 17 big-city schools in the project were visited between January and June of 1971. With one exception, the school visits lasted two or three days. (The one exception, a school that obviously did not meet the inner-city criterion, was visited only one day.)

There were three purposes for visiting the schools. The first was to check on whether the school met the inner-city criterion. This involved asking various questions. The second was to ascertain, through administration of the test, whether the school met the reading-success criterion. The third was to determine the nature of the beginning reading program and, in those cases where the school seemed to meet both the inner-city and reading-success criteria, the factors that seemed to account for the success. All third-grade classes were tested as early as possible in the visit. The only third-grade children not tested were those absent and those who could not speak English. The test papers were hand-scored by me as soon as possible so that the results could affect the nature of the rest of the visit. Many primary-grade classrooms were observed during reading instruction. Any remedial reading programs for primary-grade children were observed. The principal, other administrators, teachers, and reading specialists were interviewed. In some cases other personnel, such as psychologists and teachers of English as a second language, were interviewed or observed.

General Results

Six of the 17 schools that were visited and tested met the inner-city criterion but not the reading-success criterion. Seven of the schools met the reading-success criterion but not the inner-city criterion. Four met both criteria, in my opinion, beyond any doubt. First, they were non-selective public schools in the central areas of large cities that were attended by very poor children. Second, at the third-grade level, their reading achievement medians equalled or exceeded the national norm and the percentages of non-readers were unusually low for such schools. These schools were P.S. 11 in Manhattan, the John H. Finley School (P.S. 129) in Manhattan, the Woodland School in Kansas City, Missouri, and the Ann Street School in Los Angeles. The next section describes in some detail these schools and their successful beginning reading programs.

THE FOUR SUCCESSFUL SCHOOLS

In the following descriptions of the four inner-city schools that were found to be notably successful in teaching beginning reading, there will be no detailed discussion of their individual reading achievement scores. All four of them had achievements far above the typical inner-city school, and the differences among them were relatively slight. Accordingly, they are listed in an arbitrary order: first the two schools in Manhattan, arranged in numerical order, and then, moving west, the school in Kansas City and the school in Los Angeles. This arrangement does not, to repeat, indicate any order of quality; they are all outstanding in beginning reading in comparison to most inner-city schools.

To illustrate their general level of achievement, I have developed the following table.

	% of Third Grade Not Tested (absent or non-English)	Percentages of Third-Graders Tested Receiving Various Grade-Equivalent Scores				
		Non-Reader	I	II	III	IV & Up
Typical High-Income Schools (estimated)	5-15	0-5	0-5	3-10	3-10	72-92
Typical Average-Income Schools (estimated)	5-15	10-20	10-20	10-20	10-20	30-50
The Four Successful Inner-City Schools (actual)	12-20	7-14	6-12	13-23	16-21	42-46
Typical Inner-City Schools (estimated)	10-25	25-35	5-30	10-25	10-20	15-25

The third line shows the four successful schools. The first figure shows the percentage of all third-graders that were not tested, either because they were absent or because they did not speak English. The remaining figures show the distribution of the third-grade children tested in terms of their national norm reading grade equivalents. Even though the "non-readers" may have known some individual words, for all practical purposes they were unable to read. For comparison with these scores for the four successful schools, I have estimated, on the basis of my testing in 18 other schools, comparable figures for typical inner-city schools, typical average-income schools,

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and typical high-income schools. The table shows that *the achievement of the four successful inner-city schools is approximately that of typical average-income schools.*

The first column means that in the four successful inner-city schools, 12 to 20 per cent of the third-graders enrolled were not tested. It is estimated that typical inner-city schools would be in approximately the same range. Typical average-income and high-income schools would show a lower figure, partly because they have far fewer third-graders who do not speak English, partly because their average absence rate is lower.

Turning to the reading achievement scores, the greatest visible differences, naturally, are in the two extreme achievement categories: non-readers and fourth-grade-and-higher. In the four successful inner-city schools, 7 to 14 per cent of the third-graders tested were non-readers. This is substantially better than the 25 to 35 per cent that one would find in typical inner-city schools. It is approximately the result one would find in typical average-income schools, if one makes an adjustment for the higher absence rate of the successful inner-city schools. It is significantly poorer than what one would find in typical high-income schools. On the other extreme, in the four successful inner-city schools 42 to 46 per cent of the third-graders tested scored fourth grade or higher on a national norm basis. This is substantially better than the 15 to 25 per cent that one would find in typical inner-city schools. It is roughly what one would find in typical average-income schools (30-50%), but far below what one would find in typical high-income schools (72-92%). (For a comment on why typical high-income schools have higher achievement in beginning reading than even these successful inner-city schools, see Appendix 2.)

With this understanding of just how well the four successful inner-city schools did in beginning reading achievement, we will turn to a description of the four successful schools and their programs.

P.S. 11, MANHATTAN
320 West 21st Street
New York, New York 10011
Murray A. Goldberg, Principal

Manhattan's P.S. 11 is in Chelsea, fairly far down on the island's west side. The school area is bounded by 16th Street on the south, 26th Street on the north, the Hudson River on the west, and Fifth Avenue on the east. The school itself, on 21st Street between Eighth

and Ninth Avenues, is an old building on a treeless lot among tenements, shops, and housing developments. The building, constructed in 1925, had a million-dollar renovation in 1963 which improved the interior, particularly the classrooms, but left it with black-floored, dark corridors and old steel staircases.

There are 750 pupils in pre-kindergarten through fifth grade. Ten years ago the school had 1,200, but widespread demolition and urban renewal led to a lower enrollment. With available space, P.S. 11 became one of the More Effective Schools five years ago. The More Effective Schools program, boosted by the American Federation of Teachers and initiated by its New York affiliate, has smaller classes as its key feature. Accordingly, to be chosen for the program, a school had to have the space to reorganize its pupils into a greater number of classes. Instead of the pupil-teacher ratio of 31:1 in the majority of New York's elementary schools or the 28:1 in the Special Service schools, MES schools have a ratio of 22:1. Last spring P.S. 11 had 120 pupils enrolled in its third grade. Of these, 112 were in five regular classes (a ratio of 22.4:1) and eight were in a "junior guidance" (disciplinary) class. Counting all six classes, the ratio was 20.0:1.

In addition to the smaller classes, the MES program provides the school with supplementary "cluster teachers" (a fourth teacher for every three classes), more supervisory and auxiliary personnel (for example, three assistant principals), and pre-kindergartens. The MES program requires heterogeneous grouping. The cluster teachers visit each of their three classes for one-and-a-half hours a day. In the primary grades, this is usually during the reading period. The cluster teacher sometimes instructs the whole class, sometimes takes part of the class while the regular teacher takes the other.

The limited number of MES schools in New York City were chosen primarily on the basis of their having enough space for the smaller class sizes. Of the 27 MES schools, 24 are in disadvantaged areas and would be in the Special Service category if they were not MES. P.S. 11 is such a school. Eighty per cent of its pupils qualify for free lunch. Twenty per cent enter school not knowing English, and 30 per cent more enter knowing English from Spanish-speaking homes. In total, about half of the pupils are Puerto Rican, 17 per cent are black, and the remaining third are "other." Almost all are very poor.

P.S. 11 is a clean and orderly and business-like school. The atmosphere is purposeful and optimistic. Mr. Goldberg, who has been

principal for 14 years, runs a "tight ship." He seems to know and care about everything that goes on in the school. His office is very well organized, and facts and figures are, if not in his head, usually within his arm's reach.

P.S. 11 has no single reading program. Eight or nine sets of reading materials are available in the school. The teachers have wide latitude in choosing among these and in ordering new materials, although purchases must be approved by the assistant principal responsible for the particular grade. Among the materials I saw being used in the primary grades were the Scott, Foresman basals, the Bank Street readers, the *We Are Black* series by Science Research Associates, SRA's reading laboratory, the Scholastic Library of paperbacks, the McCormick-Mathers phonics workbooks, *Phonics We Use* (published by Lyons and Carnahan), *Standard Test Lessons in Reading* by McCall and Crabbs (published by Teachers College), and various games and teacher-made materials. In addition, there was a large quantity and variety of storybooks. Every classroom had its own library of these, and in addition a large school library seemed to be extensively used. Children could take books home for a week at a time.

There is a strong emphasis on reading without its taking over the whole primary-grade curriculum. From one-and-a-half to two hours a day are spent in reading instruction in the regular classes. About 20 per cent of the children in grades three, four, and five (the ones who are doing poorest in reading) spend an additional hour and a half a week (two 45-minute sessions) with a specialized reading teacher, who takes them in groups of about six. She uses a large variety of phonics materials not used in the regular classrooms. Her work, and the classroom teachers' as well, focuses on individualization. The reading specialist's individualization is formal, starting out with a careful diagnosis of where the pupil is; the classroom teachers' individualization is informal but nevertheless brings to bear an attitude that different children are at various stages of learning to read and have to be treated differently. This individualization is encouraged by the heterogeneous nature of the classes. The heterogeneous assignment is done very carefully and consciously in P.S. 11. For example, at the end of the second grade, all pupils are ranked by teachers in terms of reading achievement. Then the children are assigned to third-grade classes by random distribution of each of the various achievement groups.

Although the school does not use in the regular classrooms any basal series with a strong phonics approach, there are many phonics workbooks and supplemental materials in use. Much of the teaching and teacher-made materials center around phonics. This emphasis dates from the principal's reading, three years ago, of the book by Jeanne Chall *(Learning to Read: The Great Debate)*. The book made a profound impression on him, he says, and he called his teachers together to urge them to use more phonics. Before that time, the feeling in the school was somewhat anti-phonics, to the point where some teachers felt that they had to "bootleg" the use of phonics.

In line with the MES guidelines, there are no special classes for children from Spanish-speaking homes. In fact, there is a conscious effort to mix such children into all classes. There is a "bilingual teacher" who conducts an orientation program for Spanish-speaking children and their parents. But she does not teach English.

There are four "junior guidance" classes in the school. Such classes have existed in the New York City schools for about ten years. They are made up of pupils who are disruptive in the regular classrooms. At P.S. 11, the four junior guidance classes are at the second-, third-, fourth-, and fifth-grade levels. Children are assigned to them, with parental approval, on the principal's decision, which is based on the recommendations of counselors and classroom teachers. The policy is to keep them no more than two years before they are returned to the regular classrooms, and many return sooner. The eight boys in the third-grade group were a mixture of those who "acted out" and those who were withdrawn. Their reading attainment ranged from low to high. Their teacher was a man.

Homework is given at all levels at P.S. 11. The amount varies, and the teachers have considerable latitude in its assignment, but the policy of giving it is built into the school program.

P.S. 11, being an MES school, has unusually small classes. It has also had extra personnel and pre-kindergarten for five years, which would mean that the third-graders tested had full benefit, in most cases, of these advantages. But there is more to P.S. 11's success in beginning reading than those factors. If there were not, all disadvantaged MES schools would be equally successful—and most of them are not. At P.S. 11 there is the order and purpose of a well-run school. High expectations and concern for every pupil are reflected in many things, including the atmosphere of individualization. Most of all, there is an obvious emphasis on early reading achievement and the importance given to phonics instruction.

JOHN H. FINLEY SCHOOL (P.S. 129), MANHATTAN

425 West 130th Street
New York, New York 10027
Mrs. Martha Froelich, Principal

The John H. Finley School, built in 1957, is at 130th Street and Convent Avenue in northwest Harlem, several blocks south of City College, with which it is affiliated in a demonstration, research, and teacher education program. Most new teachers at the school come from City College. The district, made up of tenements and housing projects, is bounded by 125th Street on the south and southwest, 131st Street on the north, Broadway on the northwest, and St. Nicholas Terrace on the east.

There are 980 pupils in kindergarten through sixth grade. Finley is a Special Service School, one of about 40 per cent of the New York City elementary schools so categorized because they serve disadvantaged children. At Finley, the poverty of the children is evidenced by the fact that almost all of them qualify for free lunch. Seventy per cent of the children are black, about 30 per cent Spanish-speaking. Being a Special Service School, its pupil-teacher ratio is supposed to be no higher than 28:1. Last spring Finley had 133 pupils in five third-grade classes for a ratio of 26.6:1.

The school is orderly and has a confident and optimistic air. Mrs. Froelich, who has been principal for 11 years, is a no-nonsense leader who is also friendly and kind. Often out in the halls and dealing with individual children, she seems to be always available to children, teachers, parents, and others on school business.

The reading program through the second grade is well planned, uniform, and highly structured. It was started in 1962.[1] There is no formal reading program in the kindergarten, but there is a formal program involving the acquisition of fundamental knowledge and concepts. A checklist of 21 items is used. Some of the items are "writes first name," "knows colors," "counts to ten," and "understands concept more/less." When the children enter in September, each child is checked against the list and a record made. During the year deficiencies are made up.

During the first half of the first grade, there is no achievement grouping. Reading time is devoted to work charts and experience

[1] For an earlier account of the reading program by persons connected with the school, see "Success for Disadvantaged Children," by Martha Froelich, Florence Kaiden Blitzer and Judith W. Greenberg, *The Reading Teacher*, October 1967.

stories. Work charts of various kinds are posted around the room to indicate the children's chores and class activities. These are read aloud during the day. The experience stories are made up from the children's talk. They are rexographed, and each child builds his own reader by pasting them in a hard-covered notebook. On the pages with the experience stories are homework, which begins the very first day of first grade (and continues on an every-night basis), and word patterns to teach what Mrs. Froelich calls "intrinsic phonics." Here are two examples of such patterns:

sn	eat
snake	eat
snail	beat
snack	heat
	meat
	seat
	wheat

At the beginning of the second half of the first grade, children are grouped by reading attainment. This is done by a reading coordinator as part of a systematic program of reading evaluation. The reading coordinator tests every child once a month during the first grade and every six weeks during the second grade by means of a modified Harris Test. This test consists of eight graded lists of ten words each. All testing is done on an individual basis by the reading coordinator, and the words are not known to the classroom teachers. The child reads the words aloud, starting with the easiest list. The child is placed at the level where he first fails to read more than four words out of the list of ten. (The test is also used to place new children coming into the school.) Administration of the test takes less than ten minutes per child.

During the second half of the first grade the children read for a half-hour per day in homogeneous groups determined by this placement. For this half-hour children go to another classroom, if necessary, to join their assigned groups. They read various basals with the teacher in an orthodox instructional situation. An unusual aspect of the reading program is their independent reading. Finley has organized a large number of storybooks and textbooks from pre-primers through second-grade level and higher into a sequence of difficulty that has been determined by the school's own experience. A book may be lower or higher on the school list than the publisher's designation. There are 14 books on the first pre-primer level, ten on the second pre-primer level, 17 on the third pre-primer level, seven

on the primer level, and so forth. Each child reads these books at his own pace. After finishing each book, he completes a worksheet of questions on it. He may not read all the books at one level before he goes on to the next, but a prodigious amount of reading is done.

Roughly the same procedure is followed in the second grade. But at the beginning of the year, the children are assigned to classes on the basis of their progress in reading. The book reading continues, but on a class basis rather than on an individual basis. Again, the number of books covered is very large, in sharp contrast with the typical second-grade class elsewhere, which is kept to a single basal and possibly a supplemental book or two. The pace is suggested by the fact that one second-grade class I observed was asked to read an entire short storybook and study all the new words for a single night's homework. In the second grade, phonics is covered by the *Phonics We Use* workbooks, published by Lyons and Carnahan.

Going into the third grade, the children are again grouped on the basis of their progress in reading. The third-grade classes this past year were using a variety of commercially published and teacher-made materials. Many trade books were involved in individual work.

For children whose native language is Spanish, there is a bilingual teacher who works with one, two or three pupils at a time, three times a week. She had a total of 29 children last spring.

Five features of the reading program stand out: all of the pupils are started out in the same way in heterogeneous classes in the first half of the first grade; individualization and grouping on the basis of reading progress begins in the second half of the first grade; careful and frequent evaluation is done by someone outside the classsroom; a very large quantity and variety of materials is used; and phonics, both implicit and explicit, is taught in the first two grades. This planned, precise reading program benefits from a general school atmosphere that includes high expectations, a concern for every child, and considerable home involvement through homework and school-home communications.

WOODLAND SCHOOL
711 Woodland Avenue
Kansas City, Missouri 64106
Don Joslin, Principal

Woodland School is a couple of miles northeast of the center of Kansas City in a black district. Built in 1921, it sits on a large lot in the middle of an urban renewal area, a lot that includes a

playground, outbuildings, and a parking area. Nearby are small houses and a large, high-rise housing project.

There are about 650 pupils in kindergarten through seventh grade. Before urban renewal demolished so many buildings there had been 1,200 pupils. Ninety-nine per cent of the children are black; almost all of them are very poor. About 90 per cent get free or largely free lunch.

Last school year (1970-71) was the second year as principal for Don Joslin. Previously he had been principal of another Title I school. Mr. Joslin believes in the power of cooperation, and he often deals with pupils in terms of asking them for "help."

Classes are relatively large. Last spring each of the three regular third-grade classes (one was a combined class of third- and fourth-graders) had 29 pupils. A special education class for second- and third-graders had 14. Including that class, the pupil-teacher ratio for the third grade was 25.3:1.

Woodland School is part of a multi-school program, Project Uplift. The driving force behind this project is a black man, Robert R. Wheeler, area superintendent for the Division of Urban Education. Mr. Wheeler served with the Kansas City schools before he went to Oakland, California, for three years. When he returned to Kansas City in 1966, he was determined to improve the reading achievement of children in the inner city. "We began," he has said, "with the fundamental belief that inner-city pupils can learn as well as other pupils, provided the priorities are sensible, the effort intense, and the instructional approaches rational in terms of the needs of the learners. We have not accepted the myth that environmental factors develop unalterable learning depression. We believe that so-called negative environmental factors can be overcome with sensitive and responsive teaching." And so, in the fall of 1968, when the educational establishment was contending that slum children were permanently disadvantaged and, in Mr. Wheeler's words, "needed more zoo trips or didn't have enough oatmeal," he began a program that emphasized beginning reading skills.

The program included reading and speech specialists in each school, teacher aides, and a change from traditional whole-word basals to the Sullivan Programmed Reading Series, published by McGraw-Hill. In-service training of teachers was crucial because staff expectations about pupil potential had to be raised. As Mr. Wheeler put it, "The staff has to believe the pupils can and will learn before they can convince the students that they are not doomed to fail."

Project Uplift involves 11 elementary schools. I visited only one, but I was told that several other project schools had results at least as good in beginning reading. Although I will describe the beginning reading program at Woodland, that program can be understood only in terms of the spirit and objectives of the whole project.

The heart of the beginning reading program at Woodland is the Sullivan readers. These are the McGraw-Hill version (a similar Sullivan series is also published by Behavioral Research Laboratories). This series is "programmed"; that is, it is designed for use by the pupil working by himself. It consists of 21 paperbound, graded booklets, nominally intended for the first three grades. The first seven booklets are at first-grade level, the second seven at second-grade level, the last seven at third-grade level. But of course they can, and should, be used on an individualized basis. Each child begins with the first book and proceeds as fast or as slowly as he masters the material. Each page is divided into two sections. The larger one presents questions or problems in the form of statements to be completed with one answer or another. The smaller section lists the correct answers. This section is covered by the child with a cardboard "slider," which is moved down to reveal the answers one at a time. Typically, the child works by himself and has his work checked by the teacher or someone else after every page. At the end of each book he takes a test on the whole book. A major problem with such young children is to establish and maintain a routine of self-discipline so that the child actually works in the way that he is supposed to. Obviously children could cheat by working from the answers to the questions. I have been in schools where so much of this is done that the program is ineffective.

At Woodland the program seemed to be implemented quite well. There was very little cheating or racing to see who could finish his book first. Every primary-grade class had a full-time teacher aide who, of course, helped with the Sullivan work. There was a considerable spread within classes with respect to which books the children were reading, a situation which testified to the individualization of the program. From one-and-a-half to two hours per day were devoted to working with the books. From 20 to 30 minutes per day were used for group instruction on decoding skills. If a child did not finish Book 21 by the time he completed third grade, he continued with the series into the fourth grade and even into the fifth, if necessary, until he finished. Within grades, classes were roughly grouped by reading attainment. The Sullivan program began in

1968-69, and so the third grade this past spring was the first third grade at the school to have begun the program in the first grade.

The Sullivan program has built into it a regular procedure of individual evaluation, the page and end-of-book checks. Even if this is implemented with only moderate competence, the resulting reading evaluation system is far superior to that typically carried out in the primary classes of our public schools.

Woodland, like other Project Uplift schools, has a full-time "speech improvement" teacher. She spends 20 to 25 minutes twice a week in each of the classes from kindergarten through fourth grade. She uses a variety of techniques, including children's plays and oral reports to class, to improve pupils' verbal facility so that youngsters can move from the neighborhood dialect to the English used in the classroom.

The school has two full-time reading specialists, one of whom is assigned to kindergarten through grade three, the other to grades four through seven. These specialists do not teach the children outside of the classroom. Their duties include in-service work with the classroom teachers, demonstrations in the classroom, and general monitoring of the reading program.

The school has a library which children visit regularly once a week. They may borrow books to take back to use in the classroom, but they may not take books home.

Woodland has a state-aided program of special education. There are three classes: one for second and third grades, one for fourth and fifth, and one for sixth and seventh. Assignment to the classes is considered for children with a Stanford-Binet score of 79 I.Q. or lower. Some children who test this low are able to keep up in regular classes and remain there. Before assignment to a special education class, parents' approval is secured. Last spring 12 third-graders were in the special education class. Although the children had worked in the Sullivan series when they were in the regular classes, in the special education class they used a whole-word basal series. Out of the ten tested third-graders who were non-readers, seven were in the special education class.

The most important factors in Woodland's success in beginning reading instruction are the high expectations and the use of the McGraw-Hill Sullivan program. The considerable time devoted to reading is another factor. The reading and speech specialists and the teacher aides round out the picture. The special education classes are probably, on balance, a negative factor. While special education

classes can benefit both the children assigned to them and the regular classes from which they come, the Woodland program does not seem to do so.

ANN STREET SCHOOL
126 East Bloom Street
Los Angeles, California 90012
Mrs. Joyce D. Zikas, Principal

Ann Street School is in a very low-income area in the center of Los Angeles, about ten blocks northeast of City Hall. The school building, erected about 1955, and its playground occupy a small block entirely surrounded by a housing project.

There are 406 pupils in kindergarten through sixth grade. Sixty-two per cent of the children are Mexican-American; 38 per cent are black. All of the pupils live in the William Mead Homes, a housing project of two- and three-story buildings where rent is as low as $29 per month. Out of 435 elementary schools in the Los Angeles school system, only 55 are Title I. Ann Street is one of these. All of the children are eligible for both free breakfast and free lunch. During the past year, from one-quarter to one-half of the pupils took free breakfast; all took free lunch.

Mrs. Zikas came to the school as principal four years ago. Her first problem, as she saw it, was to establish order in the building and to create a level of discipline that would facilitate learning. Having accomplished that, she turned to the curriculum.

Classes are relatively small. The nominal pupil-teacher ratio is 24:1. The school has a non-graded primary organization covering grades one through three. Of the ten primary classes last spring, three were composed entirely of pupils in their first year after kindergarten (K-plus-1), two were mixtures of K-plus-1 and K-plus-2, one was K-plus-2, one was a mixture of K-plus-2 and K-plus-3, one was K-plus-3, and two were mixtures of K-plus-3 and K-plus-4. A child may take three or four years to complete the primary-grade program.

The primary classes operate on a "divided day." Half the children in a class come to school from nine o'clock to two o'clock; the other half come from ten to three. This allows two hours a day (from nine to ten and two to three) in which only half the class is present. It is these two hours that are used for the chief reading instruction.

Beginning with the year 1969-70, no report cards have been given to primary-grade children. Instead, parent conferences are held three times a year. The idea at the time that this procedure was decided

upon was that the children were doing so poorly that honest grades would discourage both them and their parents. Now that achievement has risen, report cards may be reinstituted.

In some cases teachers stay with a class more than one year. Last spring one teacher was teaching the same class for the third straight year, from kindergarten through "second grade."

The school has two classes for mentally retarded children of 15 pupils each. The children must be eight years old and test below 80 I.Q. on a Stanford-Binet or Wechsler individual intelligence test.

There are also two "opportunity classes" for disciplinary problems. Most of these children are in the upper grades. The class for fourth-, fifth-, and sixth-grade has 15 pupils. The primary class has six pupils.

A student council is very active. An unusual feature is a series of school-wide "commissioners" in addition to the councilmen who represent the various grades. Many of the 17 commissioners are for non-academic matters such as safety, but there are several commissioners in the academic fields, including handwriting, mathematics, and reading. The student Commissioner of Reading Improvement makes regular reports on reading progress to the weekly student council assembly. At the same meeting, she may well ask skill questions of the student audience. There is also a student School Improvement Committee that deals with school discipline.

The reading program at the primary level consists largely of the McGraw-Hill Sullivan series. Since this series has been described above in connection with its use at Woodland School in Kansas City, it will not be described again here. At Ann Street the Sullivan program was begun in November 1969 in the whole primary bloc. After the Sullivan pre-reading program, the pupils enter the 21-booklet series. Nominally Books 1 through 16 are covered in the primary grades, and Books 17 through 21 are used in the fourth grade and later as supplementary reading. But in practice the series is used, as it was intended, on an individualized basis, and this past spring some "third-graders" had progressed as far as Book 19 and some were as far back as Book 4. The children can take the Sullivan books home if they wish.

Each primary class has either two teachers or a teacher and an aide. With the divided-day arrangement described above, the child-adult ratio during the Sullivan instruction can be quite low.

In addition to the Sullivan series, a variety of other materials is used in the later primary period. Chief of these is the Science Research Associates reading laboratory, which is typically begun by

the child when he reaches Book 10 of Sullivan. Other materials being used this past spring included *Speech-to-Print Phonics, Open Highways* (published by Scott, Foresman), storybooks and library books.

There is a full-time reading specialist provided by the state's Miller-Unruh Act. Until this past year, there were two. The specialist (Mrs. Dorothy A. Brumbaugh) works with the primary group only, both in the regular classroom and with the teachers. There is no pupil instruction outside of the classroom. The reading specialist has developed two diagnostic tests that are related to the Sullivan series, one for Books 1-7, the other for Books 8-14. These group tests are administered three times a year. The results of the tests, in the form of a chart showing the skills that each child has mastered, are posted in the classrooms.

Beginning in December 1970, the school has had a teacher who teaches English as a second language. She works with pupils in groups of 8 to 15 and has 49 pupils in all. A bilingual teacher who teaches in both English and Spanish, she meets with each group for 45 minutes every day, at a time when the children would be studying a subject other than reading in their regular classrooms. The children are grouped, whatever their age, according to their proficiency in English.

The school consciously instructs its pupils in the mechanics of test-taking. It tests the children frequently, using a variety of tests.

There are many factors, as one can see, that might account for the success in beginning reading at Ann Street. Chief among these, in my opinion, are the Sullivan series, the excellent and imaginative work of the reading specialist, the ambitious efforts of the principal, and the stress that is placed on reading achievement.

CONCLUSIONS

The hypothesis of this research project was proven. At least four inner-city public schools exist in the United States where reading achievement in the early grades is far higher than in most inner-city schools. Specifically, the four schools described in the preceding section are all non-selective public schools in the central areas of large cities and are attended by very poor children. Further, during the second half of the school year 1970-71 all four schools had reading achievement medians in third grade which equalled or exceeded the national norm and a percentage of non-readers unusually low for such schools.

The four successful schools, it should be noted, are not perfect schools, even with respect to their beginning reading programs. But they merit attention and commendation because they are doing something that very few inner-city schools do: teaching beginning reading well.

Success Factors

Now that we have found four inner-city schools that teach beginning reading well, the inevitable question arises: How do they do it? What are their secrets of success? It is not easy to be sure of the answer because schools are very complex institutions. The mere fact that a successful school is doing something different from unsuccessful schools does not mean that the different practice is the cause of success. The matter is made more complicated because successful schools always seem to do *many* things differently. Which of these different practices are responsible for the higher pupil achievement? It is, of course, impossible to be certain, but it seems reasonable to assume that when all four successful schools are following a practice not usually found in unsuccessful inner-city schools, that practice has something to do with their success. It seems reasonable, also, to conclude that different practices that exist in some of the successful schools, but not in others, are not essential to success. I will use this approach in trying to account for the success of the four inner-city schools in teaching beginning reading.

There seem to be eight factors that are common to the four successful schools that are usually not present in unsuccessful inner-city

schools. These are—not, of course, in the order of their importance—strong leadership, high expectations, good atmosphere, strong emphasis on reading, additional reading personnel, use of phonics, individualization, and careful evaluation of pupil progress.

Strong leadership is not surprising. But it was striking that all four schools have clearly identifiable individuals who would be regarded as outstanding leaders by most people who are knowledgeable about our public schools. In three cases, these individuals are principals: Mr. Goldberg at P.S. 11, Mrs. Froelich at the John H. Finley School, and Mrs. Zikas at the Ann Street School. In the fourth case, the leader is Mr. Wheeler, the area superintendent responsible for Woodland and ten other schools in Kansas City. (Mr. Joslin, the principal at Woodland, appears to be an effective administrator, but he did not supply the initiative for the reading program.) In all four instances, these persons have not only been the leaders of the over-all school activity but have specifically led the beginning reading program. A new reading program, if it is to succeed, has to be inaugurated with conscious purpose but also has to be followed up to see that it keeps on a productive course.

All four schools have had high expectations with regard to the potential achievements of their inner-city children. Understandably, this is a prerequisite to success; if these schools had believed that their pupils could achieve no better in reading than inner-city children usually do, they would hardly have worked so hard for better performance. But high hopes are only a necessary, not a sufficient, condition for success. As important as the level of aspiration is, if that were all there were to it, many more schools would succeed in these days of concern for the inner-city child.

The good atmosphere of these schools is hard to describe. And yet it is difficult to escape the conviction that the order, sense of purpose, relative quiet, and pleasure in learning of these schools play a role in their achievements. Disorder, noise, tension, and confusion are found in many inner-city schools at the elementary level. I have been in schools where such conditions prevail, but, over-all, the four successful schools were quite different.

It may go without saying that these schools place a strong emphasis on reading. And yet in these days of television, of many new media in the schools, and of a widespread interest in the "affective" side of learning, in many inner-city schools reading seems to be only one subject of many. While these four successful schools do not, of course, concentrate all their attention on reading, they do recognize

that reading is the first concern of the primary grades. This strong emphasis on reading is reflected in many ways.

All four schools have additional reading personnel. All four schools have reading specialists working with the primary grades. In addition, P.S. 11 has the extra number of regular teachers to allow for the small class size and "cluster teachers" (a fourth teacher for every three classes) who serve primarily as reading teachers; Woodland has a full-time teacher aide for each class and a speech specialist; and the Ann Street School has a second teacher or a teacher aide for each primary class. These additional personnel serve two functions. The specialists bring expertise and concentration to the reading program. The other personnel allow the pupil-adult ratio to be reduced during reading instruction. This approach is probably more effective than using the same amount of money to reduce class size, a matter that is discussed below.

The use of phonics is important. By this time, more than three years after the publication of Jeanne Chall's book, *Learning to Read: The Great Debate*, there is a widespread recognition of the superiority of the phonics, or decoding, approach. But recognition and implementation are two different things. Many teachers are not sufficiently knowledgeable about phonics to teach it, and it requires particularly knowledgeable teachers to use the phonics approach with materials that do not have the phonics built in. Of the four schools, two use the Sullivan program, which does have the phonics approach built in. The other two schools use non-phonics readers as their basic books, but have supplemented them with extensive phonics materials. All four schools are using phonics to a much greater degree than most inner-city schools.

The seventh success factor is individualization. By this I do not mean, necessarily, individualization in the narrow sense of having each child work at a different level. I mean that there is a concern for each child's progress and a willingness to modify a child's work assignments, if necessary, to take account of his stage of learning to read and his particular learning problems. The Sullivan program, used by two of the four schools, allows and even encourages individualization. In the other two schools, individualization is achieved by other methods. At P.S. 11, the great variety of materials and the extensive use of library books facilitate individualization. At the John H. Finley School, the whole system of evaluation, assignment, and use of the large list of reading books is involved. At all four schools, individualization is, of course, partly a matter of attitude and approach.

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The last factor that seems to account for these schools' success is careful evaluation of pupil progress. Here again, the Sullivan program, if properly implemented, has this evaluation built in. Each child's work is checked after each page or two and again after the end of each book. In addition, the Ann Street School has the excellent diagnostic tests developed by the school reading specialist. At P.S. 11, the heterogeneous grouping of the classes requires careful evaluation in connection with individualization and annual assignment. At the John H. Finley School, a frequent evaluation of pupil progress is made by the reading coordinator by means of the modified Harris Test. In addition, there is evaluation by means of checking on each book read and evaluation for the purpose of achievement grouping for second- and third-grade classes.

In addition to these success factors, a word should be said about the age of these successful beginning reading programs. In no case was the success achieved in a year, or even in two years. This fact should serve as a warning to schools who hope to do the job in a year. In the case of P.S. 11, the approximate age of the beginning reading program in its present form is three years. At John H. Finley, it is nine years! At Woodland, it is three years. At the Ann Street School, the Sullivan program has been used only two years, but many of the features of the beginning reading program date back four years, to the time when the principal came to the school.

Non-essential Characteristics

Turning from success factors, let us look at some characteristics often thought important to improved achievement in beginning reading that are *not* common to these four successful schools. Some of these characteristics may, indeed, be important to the success of one or more of the four schools, but they apparently are not essential to success or it is reasonable to assume that they would be present in all four.

First is small class size. P.S. 11 is the only one of the four schools that has unusually small classes, about 22. Ann Street averages about 24, John H. Finley about 27, and Woodland a relatively high 29. School systems often spend large sums of money to reduce class size, even by such small numbers as two or three pupils. This study strongly suggests that such sums, if spent at all, could be better used in other ways. One of the obvious alternatives is additional personnel, described above as one of the "success factors."

Second is achievement grouping. Although achievement grouping or grouping by presumed ability may facilitate success in beginning reading instruction, if it were necessary to such success it would be hard to account for the success at P.S. 11, where under the MES program there is an extensive effort to make all classes heterogeneous. The other three schools use some kind of homogeneous grouping.

Third is the quality of teaching. No one writing about the schools can ignore the importance of good teachers. Naturally any program is better by virtue of its being implemented by good teachers. The better the teachers, the better the chances of success. But the relevant point here is that not one of the four schools had, in the primary grades, a group of teachers all of whom were outstanding. The teachers seemed to be, on the whole, above average in competence but not strikingly so. This is an important point because outstanding teachers can teach beginning reading successfully with *any* materials and under a wide range of conditions. At the other extreme, poor teachers will fail with the best materials and procedures. The four successful schools probably were somewhat favored by the quality of their teaching, but some mediocre and even poor teaching was observed.

Fourth is the ethnic background of the principals and teachers. Today there is considerable attention being paid to the ethnic identification of school personnel. Some community groups are trying to secure teachers and principals of the same ethnic group (black, Mexican-American, etc.) as the majority of the pupils in the school. Although it cannot be denied that in some cases this effort may be of educational value, it is interesting to note that the leaders of these four schools were, in all but one case, not members of the ethnic group predominant in the school's pupil population. The one exception was Mr. Wheeler in Kansas City, who is black. But there the principal of Woodland, where almost all of the pupils are black, is a white man. A similar observation can be made about the teachers: although some of them belong to the same ethnic group as is represented in the school, many do not. This study would suggest that there are far more important matters than the ethnic background of the administrators and teachers in achieving success in beginning reading instruction.

The fifth characteristic is the existence of preschool education. Today it is often argued that early formal training is extremely important—even the key—to success in the education of inner-city children. This study does not support that argument. While the successful third grade at P.S. 11 had had, for the most part, a pre-

kindergarten experience, almost all children in the other three schools had not. Of course, this is not to say that early training would not help inner-city children, merely that only a small minority of the children in these four successful schools had had such training.

A last characteristic worth noting has to do with physical facilities. Not one of the four schools looked like the ultra-modern buildings so lauded in some of the school magazines. In fact, two of the buildings (P.S. 11 and Woodland) were noticeably old. And all of the buildings were basically what is derisively called by some people "eggcrate" in nature. Without denying that new buildings are nice, this study suggests that many other factors (some of which are far less costly) are much more important in achieving reading success in the primary grades.

Summary

Reading achievement in the early grades in almost all inner-city schools is both relatively and absolutely low. This project has identified four notable exceptions. Their success shows that the failure in beginning reading typical of inner-city schools is the fault not of the children or their background—but of the schools. None of the successes was achieved overnight; they required from three to nine years. The factors that seem to account for the success of the four schools are strong leadership, high expectations, good atmosphere, strong emphasis on reading, additional reading personnel, use of phonics, individualization, and careful evaluation of pupil progress. On the other hand, some characteristics often thought of as important to school improvement were *not* essential to the success of the four schools: small class size, achievement grouping, high quality of teaching, school personnel of the same ethnic background as the pupils', preschool education, and outstanding physical facilities.

Appendix 1

THE TEST USED TO DETERMINE READING ABILITY

In order to determine the reading ability of the third-grade children in the inner-city schools surveyed in this project, an original written test was developed. The test was intentionally designed to be different in form from the nationally standardized reading tests used at this level. There were several reasons for this. First, any test similar to the nationally standardized tests would have favored children who had had more experience (through either test-taking or coaching) with such tests. Secondly, a test was desired that used a vocabulary completely or almost completely familiar by ear to third-grade children of all backgrounds, particularly inner-city environments. Much of the vocabulary used on nationally standardized tests is not familiar to such children.[1] Thirdly, a test was desired that did not use the multiple-choice format, since such a format might encourage guessing, which is not penalized in scoring the nationally standardized tests.

The approach used was that of the Basic Test of Reading Comprehension, an unpublished test by S. Alan Cohen and Robert Cloward described on pages 67-69 of *Teach Them All To Read* by S. Alan Cohen (Random House, 1969). After a draft was developed, it was tested on 445 third-grade children of different backgrounds who scored from illiterate to eighth-grade level on a nationally standardized test, and on 31 very low fifth-graders. As part of this trial, many of the individual words were checked for comprehension by having a series of children try to read the words in isolation. Checks were then made to assure that the children understood the meaning of the words, whether or not they could read them. Inasmuch as the test involved inevitably a "logic load," this was minimized by an item analysis. The draft items that were missed most frequently by children who had very high scores on the over-all test were assumed to be missed, not because the children could not read and understand the

[1] Indeed, the tests are constructed on the assumption that breadth of listening vocabulary is an indicator of reading skill. This assumption is a valid one at junior-high, high-school, and college levels of reading skill, but not at the primary level. Its use puts most inner-city children and many other children at a disadvantage.

words but because the logic was too difficult. On this basis, 11 items in the draft test were dropped. An additional item analysis was made to see if the items distinguished between poor readers, average readers, and good readers. Using three such groups of third-graders made up on the basis of their scores on a nationally standardized test, every one of the 32 items in the final version of the test was confirmed for its validity. That is, in every case a higher percentage of the good-reader group answered the item correctly than did the average-reader group, and a higher percentage of the average-reader group than the poor-reader group.

The final version of the test was "easy" in three senses: it was constructed with vocabulary familiar by ear to the children; it had a very low logic requirement; and the mechanics of taking it were simple. In every one of the ten inner-city schools surveyed, at least 19 per cent of the third-grade children tested obtained perfect or nearly perfect scores.

The test contained 32 items of approximately equal difficulty from the point of view of listening vocabulary and logic. The items were not of equal difficulty from the point of view of reading skill because some contained more words that required decoding skill, that is, words infrequently or never taught as such in the beginning reading materials typically used. Examples of such words were *dime*, *dirty*, and *Pepsi-Cola*. The items were generally mixed in order of difficulty, although several of the easiest questions were grouped at the beginning.

Reproduced below are three examples from the final version of the test. Each contains, near the end, a word that does not belong in the context. Although a perfectly good word in isolation, it doesn't fit. In order to identify this word, the child usually has to be able to read not only that word but many of the rest of the words in the item. The child merely has to find the "wrong" word and strike it out.

3. Tonight Nancy is sick. She has a bad cold. Tomorrow she will stay in bed and not green to school.
9. Jane went to the store to buy some sugar. The price was more money than she had. She had to come back sweet to get some more.
14. Many boys like to play baseball. When they bat, they try very hard to drink the ball and get to first base.

Fifteen minutes was allowed, but speed was a minor factor. A large majority of children who could read at third-grade level finished the whole test in the allotted time.

The test was always administered by me personally in the children's regular classroom, and every effort was made to make the administra-

tion uniform. All directions were given orally. The children needed nothing but the test paper and a pencil with an eraser. After the test began, I moved about the room to be sure that all children understood what they were to do. In the cases where there was doubt, because a child was doing nothing or marking consistently wrong answers, I asked the child to read individual words from the test. In almost all of these instances, the child could read so few words that he was, in effect, a non-reader. In a very few cases, the child had not understood the directions correctly, and they were re-explained until he understood. All present third-graders in each school were tested except those who did not speak English.

The tests were scored to penalize guessing. There were 32 items. Correct items were scored 4. Incorrect items were scored minus 1. Items not done were scored 0. (The full range of possible scores was 128 to minus 32.) A child whose score might very well be due to guessing was rated "non-reader." Technically, the cut-off on the high side was approximately the chance median. The raw score equivalents in terms of national norms were as follows:

110 to 128 — grade four and up
84 to 109 — grade three
40 to 83 — grade two
10 to 39 — grade one
–32 to 9 — non-reader

During the survey and the development of the test, it was given to a total of 2,192 third-grade children in 22 different schools in eight different cities. In addition, it was given to 86 second-grade children and to 31 poor readers in fifth grade.

Appendix 2

BEGINNING READING ACHIEVEMENT AND INCOME

As outlined on pages 11-12, beginning reading achievement at the third-grade level in the four successful inner-city schools is approximately that of typical average-income schools. Such achievement, while strikingly higher than that of most inner-city schools, is still markedly lower than that of typical high-income schools, which is an indication of the importance of non-school factors in beginning reading.

These non-school factors (factors over which the school has little or no control) were not specifically studied in this project, but some of them can be guessed at, in my opinion, with considerable accuracy. They include intelligence, motivation, learning at home, and opportunity to practice at home. Naturally, these non-school factors do not always favor individual high-income children over individual inner-city children, but it seems certain that they favor the former group *as a group* over the latter group.

Higher average intelligence does not, in my opinion, have anything to do with race or ethnic group. If one studied all-white schools by income group, one would find differences in average intelligence. While children of average intelligence and even moderately low intelligence can learn to read well, children of high intelligence usually learn reading faster. Since I compared achievement at a point in time (third grade), the more intelligent children as a group will excel. This is particularly true because most schools do not teach beginning reading well. As a result, children in such schools must learn reading on their own to a large extent by inferring the phonics principles that are not taught or poorly taught. This circumstance puts an additional premium on greater intelligence.

Secondly, the high-income children probably have greater motivation to read. Even very poor first-grade children almost always have sufficient motivation to learn to read, in my experience. But motivation is a relative matter, and well-to-do children more often come from homes in which they see parents and older brothers and sisters reading daily. They are more likely to learn that reading can be useful and enjoyable.

Thirdly, high-income children, as a group, learn more about reading and reading-related skills at home. Parents and others in the home are, as a rule, more able to teach reading to preschool and primary-grade children and normally have more time to do so. Moreover, they are less likely to feel that they can't teach something as simple as beginning reading and are less likely to be convinced by the school that it should be left entirely to the institution. Even if high-income families do not teach reading as such, they generally give their small children greater reading-related skills (vocabulary, grammar, diction, enunciation, general knowledge, and so forth).

Finally, in most high-income homes, young children have more opportunity to practice reading in the home. More reading materials are available and often physical conditions are more conducive to reading.

In conclusion, non-school factors are important in beginning reading (and, of course, in other school subjects as well). If all schools were equally effective in teaching beginning reading, these non-school factors would determine achievement. But all schools are *not* equally effective, as this and many other studies show. Accordingly, school differences as well as non-school differences have a bearing on achievement.

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Senator EAGLETON. The hearing is now adjourned at this point.
[Thereupon, at 1:20 p.m., the hearing was adjourned.]

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